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— Buy United States War Bonds and Stamps —

National Municipal Review

Editorial Comment

What's Wrong with Our System?

MOST of us are pretty sure Hitler's opinion of democracy is wrong. Yet we are uncomfortably aware of serious faults in our system and we wish, albeit vaguely, we knew what to do to correct them. We sometimes think we WOULD do something about exercising our responsibilities as citizens—if only we had more time.

The place to begin to do something is in the primary cell of self-government—right in our own home town. How? First, by carefully examining public affairs and identifying the faults which need correction.

The distressing experience of one man who went from business to part-time public service in a small town is described in a letter he wrote to the National Municipal League. His penetrating observations on conditions which are all too common are set forth in the following excerpts:

During my four years as supervisor of this township I have frequently felt doubt as to my own good judgment in my analysis of the functioning of democratic government in these small units of the state. This is largely prompted, I believe, by the apparent complacency of my associates in office. Is it possible that I alone expect too much?

Taxpayers are always complaining, yet they return to office year after year the same personnel—usually those officials who say little, straddle the fence, and are all things to all men. With few exceptions the people's representatives are content with the status quo. Often this attitude is due, I think, to inability to understand the machinery of government. There is seemingly no premium on courage and competence.

For many years I earned a substantial part of my livelihood through accounting—through attention to those smaller items influencing costs—and there are many of them in industry—which in the aggregate can mean profit or loss. It has been necessary to be thrifty. Thus, the disappointment and indignation from my recent contacts with county, township, and village government.

Just how inefficiently we manage our common affairs is not apparent to many of our multitudinous jobholders. Their backgrounds leave little hope for much insight on their part. If their number could be reduced we would have an opportunity to make better choices and we would be encumbered with less dead wood in rebuilding as the times require.

As in probably all other communities, we have some very nice people holding down public jobs. In their personal affairs they are honest and economical and outstanding citizens, but on civic bodies their standards of intellectual honesty and aggressiveness undergo changes of which, with great generosity, I will say they may not be fully conscious.

As these boys grew into manhood and began to assume the so-called responsibilities of citizenship, they developed, perhaps reluctantly, an acceptance of the idea that there MUST be a considerable degree of these shortcomings—that it is part and parcel of democracy, that all this is "politics." They lack any broader understanding of the term than that it is a scramble for easy jobs in which conscientious workmanship is not expected.

The great satisfaction some of our elected and appointed officials obtain from the title of their office, with so little to support that pride, is an inter-

esting commentary on human nature. Surely we should at least UNDERTAKE to make government a business and not a grab bag for supplementing private income.

If I could present some concrete plan the people would understand and appreciate, I might render my community a real service.

Study City Finance, Then Go into Action

(Editorial from *The Toledo Times*)

THERE is a human quality to city financing. It overspends, then plunges into a thrift drive, often pulling the purse strings too tight, then lets the spending roll again until we go far into debt.

The reason is obvious. Cities as a whole react as individuals because they are made of people. They spend too much and too little, never quite living exactly on their incomes.

There should be a sensible way in which to look at city finances.

Politicians love to spend. It is not that they wish to squander the people's money. Instead they really want to be efficient. But they must be elected. And they like to give the people all the city can buy with all of the money available, and all of the money they can borrow, to win the good will of the voters.

They want to remain in office, often not for their salaries but for the prominence and prestige attached to public office. So they buy improvements for the people—parks, repaved streets, public buildings, water systems, garbage disposal plants, sewer lines, and other usual municipal projects.

They are influenced by politics, or human behavior. This is well, in a way, because the citizens should be pleased by officeholders.

But officeholders overdo it. They spend too much. They borrow too much. They run up a debt against the taxpayers and leave that debt for later generations to pay. Toledo, for example, is so far in debt that about half the city's income goes to retire the city's debt. This means the city must operate at about half speed.

Toledo should have, as do many other cities, an independent, nonpolitical, research organization to study municipal costs and make sure we are getting full value for our taxes.

This organization should be highly respected by all citizens because it has nothing but common sense and thrift to sell.

Such an organization should be in a position to study impartially the model governments of the country and to recommend such improvements as the city's operating routine may need.

The services of such a research bureau should not end there. Digging up the information and getting it to the people are two separate problems. So there should be another kindred organization to educate and put recommended improvements into action.

This second organization would be political. There is no disputing this. But it is the only means whereby the impartial recommendations of a

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Louisiana Clings to Reform

New administration under "Jimmie" Davis pledges itself to continue policies initiated by Governor Sam H. Jones; many unsolved problems offer challenge to new executive.

By HARLAN W. GILMORE
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CONTRARY to national press and magazine notices, the election of James Houston ("Jimmie") Davis as governor of Louisiana for the next four years indicates a great deal more than the mere approval of his hillbilly band and music. In fact, it was generally agreed in Louisiana that the issue was whether or not the state would return to the "liberal" government which characterized Louisiana from 1928 to 1940 or whether it would retain the "reform" government exemplified in the administration of Governor Sam H. Jones, whose term expires May 10, 1944.

Jimmy Davis' music was incidental; to most voters the issue was substantially the same as that in the last gubernatorial campaign (1940) when the "reform" elements of the state combined with other forces to elect Sam Houston Jones[1] over the heirs of the Huey P. Long machine led by then Governor Earl K. Long.[2] With the end of the first reform administration in two decades fast approaching, the writer has attempted to evaluate its contributions to the cause of better government in Louisiana and its failures.

Perhaps the greatest single achievement of the Jones administration[3] has been the change in the concept of government from an instrumentality of personal enrichment to one of public service.

It is not contended that all the members of the administration have been lily white in their motives nor that politics has been absent from the scene. Many appointments to key positions which should have been filled by professional administrators have gone to professional politicians instead. With rare exceptions, however, the state government has been largely free from dishonesty, graft, corruption, double-dipping, deadheading, and widespread use of the public treasury and public office as a means of personal profit. Those who had been on the "Louisiana Hayride" from 1928 to 1940 found that it was abruptly cut short, and although they fought Jones for four years at the polls, in the courts, and in the legislature, voters still turned them down in 1944.

[1]See "It Won't Be Long Now!" by S. S. Sheppard, NATIONAL MUNICIPAL REVIEW, April 1940, pp. 228-231.

[2]Louisiana Governors are prohibited from succeeding themselves. Governor Earl K. Long was eligible in 1940 because he was serving out the unexpired term of former Governor Richard W. Leche.

[3]As Louisiana has a one-party system, the term "Jones administration" is used in this article to identify those political leaders in both the executive and legislative departments who established and carried out state policies in the past four years.

Some of the more important concrete accomplishments of the past four years which promise permanent improvement are:

1. Establishment of Merit System

The spoils system developed in Louisiana during the Long regime equaled any ever developed by political machines in other states and municipalities. Few public employees in any jurisdiction—state, parish, or city—were free from pressure and political servitude if they were to retain their jobs. One of the most vicious of these was the system of "de-ducts" or forced contributions at fixed percentages of salaries received from the state or other public agency to the political slush fund.

The adoption and successful defense in the courts of comprehensive civil service systems for both the state and city of New Orleans give promise of a better type of civil servant for the future, and of even more importance, the restoration of reasonable economic security and the ordinary privileges of citizenship to the public employees.

2. Administrative Reorganization

For many years Louisiana was plagued by an administrative organization which virtually defied proper administrative control and direction. Numerous agencies for which the public holds a governor responsible were legally independent of executive control. The gap was bridged through a variety of political and patronage channels during the Long era. Jones sought to consolidate certain of these agencies and in general to establish a more orderly scheme of administrative organization.

An out-of-state group was employed in April 1940 to draft legislation for presentation to the legislature in May 1940, which would improve administrative structure and formalize lines of executive direction and control. The reorganization act and the accompanying fiscal code provided for a vastly improved organization; however, it was attempted in too short a period of time with the consequent omission of the deliberate consideration to which such far-reaching legislation was entitled. The result was almost disastrous for the Jones administration.

Validity of the legislation depended largely upon a constitutional proposal—or rather some forty constitutional proposals presented as one—which was approved by a narrow majority at the polls in November 1940. Immediately this and most of the other important legislation adopted in 1940 was tested in the courts by the group opposed to Jones. Shortly Louisiana was treated to the unique spectacle of having the constitutional amendment(s) upon which reorganization hinged declared unconstitutional by the State Supreme Court on the grounds that the legislature had not complied with constitutional requirements in submitting the proposition to the people. Reorganization was stopped abruptly in 1941 midway of the process of installation.

Most of the objectives of this ill-fated legislation were subsequently incorporated in a series of individual acts adopted by the legislature in

1942. However, numerous desirable objectives had to be foregone due to constitutional limitations. In general, the administrative machinery of the state has been substantially improved; but the compromises forced in the legislature left many rough spots which will continue to be a source of difficulty to the chief executive.

3. Fiscal Reorganization

Prior to 1940 the state had a highly decentralized system of financial administration. Budget requests were made by spending agencies without an opportunity for effective review by the governor. Appropriation committees were forced to rely largely upon their own personal knowledge or that supplied by the spending unit for information as to the needs of the agency. Once made, appropriations became the authorization for the treasurer to make monthly payments to the agencies without opportunity to weigh changes in circumstances and requirements during the biennium. No centralized purchasing, pre-auditing, or other financial controls, except a quite delayed post-audit, existed.

The situation was further complicated by the existence of an ex-officio Board of Liquidation of the State Debt composed of chief elective state officials who were empowered to make additional appropriations, transfer balances, incur debt, and otherwise adjust the financial affairs of the state as it deemed necessary.

As already indicated the first fiscal code adopted in 1940 was thrown out by the courts in 1941; however, a second code adopted in 1942 has been sustained. It provides for a Department of Finance in which budgeting, accounting, purchasing, and pre-audit for most state agencies is concentrated. This department has begun to function effectively and now appears to have eliminated the favoritism and graft which characterized so much of the period from 1936-1939. The executive budgets being presented to the legislature biennially now afford both the legislature and the public an opportunity to evaluate trends in state finances.

Unfortunately, the Board of Liquidation's powers were not abolished and fiscal administration continued to be upset by this Board which made loans and appropriations freely. These powers continued until upset by the Bureau of Governmental Research of New Orleans in court action in 1944.

4. Reduction of State Debt

Much of the cost of the "Louisiana Hay-ride" was saddled upon the shoulders of the next generation through abnormal expansion of the state's bonded debt. Debt of the state and its principal agencies, exclusive of the Port of New Orleans, rose from $14,201,000 in 1928, to $147,542,000 in 1940. Although the Jones administration issued long term bonds and notes to the extent of some $9,320,000, it has retired $14,924,980 of bonded and some $6,000,000 of floating debt which existed at June 30, 1940. The debt situation is still not a healthy one; but the improvement has been substantial.

5. Improved Election Procedures

Plain and fancy vote-stealing in Louisiana, particularly in New Orleans, has characterized many an election in the state's history, and even was the determining factor in the election of one United States president. Complicating the situation have been several antiquated election laws.

Steps were taken early in the Jones administration to improve the situation by: (1) compulsory use of mechanical voting machines in New Orleans with optional use elsewhere in the state; (2) repealing acts requiring that the voter possess two poll "tax" certificates in addition to his registration certificate when presenting himself to vote (the tax part of the "poll tax" had been repealed in 1934 but the certificate requirement lingered on as it aided in eliminating the independent voter who failed in either of the two years next preceding an election to secure the poll tax certificate in addition to his registration certificate); and (3) providing for more equitable representation of competing factions at the polls on election day.

6. Attention to Economic Problems

One of the more important personal contributions of Governor Jones to the permanent progress of the state has been the setting of the stage for more intelligent economic development along several interrelated lines, both during the war period and afterwards. In many respects he has become the state's foremost champion of diversified agriculture and its corollary, industrial development. He has likewise emphasized the development of the potentialities offered by a greatly expanded Latin American trade relationship.

7. New Orleans Port Commission

To a very substantial degree, the economic life of Louisiana is inextricably tied to the successful operation of the port of New Orleans. A high degree of politicalization of the Port Commission prior to 1940 had created a general lack of confidence on the part of many firms engaged in international trade. This, coupled with the keen competition from other up and coming Gulf ports, particularly Mobile and Houston, indicated that unless drastic steps were taken to restore confidence in the management of the port and to bring about an enlightened policy in port affairs, the flow of commerce through New Orleans would be discouraged rather than encouraged.

To overcome this condition, appropriate legislative and constitutional action was taken, guaranteeing that the port's management would be in the hands of men appointed from nominations made by leading trade and commercial associations in New Orleans. Citizens of the highest calibre have been induced to accept positions upon the reorganized commission, and present indications point to a more active trade through the port under this intelligent leadership.

8. Reorganization of University

During the Long era, Louisiana State University became the focal point of much of the infection which later led to the downfall of the machine. Public confidence in the in-

stitution suffered greatly and the university was threatened with suspension from some of the more important educational associations.

By constitutional amendment and appropriate enabling legislation, the University Board of Supervisors was reconstituted and given substantial freedom from both executive and legislative control. Also, the faculty was given an opportunity for increased participation in the more important decisions regarding several phases of University management. Under this legislation the groundwork is being laid for a vastly improved educational institution in the postwar world.

Other Improvements

Space does not permit elaboration upon several other important improvements brought about during the four years. Briefly, these have included substantially increased budgets for public welfare recipients, large increases in funds allocated to public schools, repeal of many of the dictatorship laws whereby the state government held the whip hand over parish and municipal governments, abolition of the practice of placing legislators upon state payrolls in order to control their vote during legislative sessions, refraining from interference in the functioning of the state judiciary, and abolition of election payroll padding which in 1940 cost taxpayers $1,100,000 in New Orleans alone.

Shortcomings

These strides toward improved government have not been made without some discouraging failures:

1. Inadequate Executive Coördination

Observers both inside and outside the official administration family are agreed that, particularly in the early years of his term, the Governor did not give adequate executive direction to the day-to-day functioning of the state's government. This failure arose from several factors: (1) The personal background of Governor Jones as a practicing attorney had not afforded him an opportunity to develop as an executive; (2) the most gruelling type of campaign for election followed immediately by a difficult legislative session and an active public campaign for endorsement of administration-sponsored constitutional amendments sapped the the vitality of Jones and put him in ill health temporarily; and (3) several strong administration leaders who were also heads of departments discouraged the development of a well integrated policy emanating from the Governor's office.

These factors together with the unusually small staff which is assigned to the Governor's office (a secretary, an executive counsel, and a clerk and stenographers) resulted in decentralization of much policy determination to the departmental level. Also the Governor was without adequate facilities to determine whether a policy laid down by him to department heads was actually being followed.

Experience as governor tended to develop latent executive qualities in Jones and some improvement was noted during the last year of his administration, yet the staff necessary to the proper functioning of the governor's office was never provided.

2. Public Relations Unsatisfactory

Throughout his administration, Jones had the benefit of an almost united press in Louisiana behind him. This helped to offset wide disfavor incurred during the first year of the administration through needless blunders committed by the Governor's office in the handling of correspondence and conferences. Often letters would go unanswered for weeks or even months and callers at times cooled their heels for hours on end due to poor scheduling of conferences. This type of treatment by the Governor's office created great disaffection among many who had contributed generously of both time and money to bring him into office.

3. Lack of Positive Program in State Institutions

Various mental and correctional institutions of the state were in a deplorable condition at the time the Jones administration took office. In many instances inmates were being exploited for the personal benefit of certain state employees. Steps were taken to eliminate most of the abuses which had for many decades characterized some of these institutions.

One of the major shortcomings of the administration, however, appears to lie in its failure to develop positive programs of rehabilitation for inmates of these institutions. Late in the administration the Governor realized the need for further development in these programs and appointed a lay committee to make recommendations in that direction.

4. Politics over Competence

From time to time during the administration some exceedingly poor appointments were made to positions which should have been staffed by professionally competent personnel. Although civil service laws were adopted in 1940, they did not become fully effective until 1943. It was during this period that many positions were filled without regard to desirable qualifications—particularly in some higher paid jobs. For example, in the appointment of one assessor in New Orleans, citizens found that the appointee knew absolutely nothing about assessing. In fact, when interrogated concerning his ideas on certain assessing problems, the standard reply to all questions was "If anybody wants an assessment reduced he will have to come in person—none of that attorney stuff."

In summary, the Jones administration has done much to improve the formal aspects of the administration and provide for more logical organization and procedures and to improve the financial condition of the state. On the debit side there seems to have been little imagination displayed in the organization of new programs beyond those relating to better administrative organization and procedures. For example, early in the administration the need for new and revised educational programs was recognized in the creation of a Louisiana Educational Survey Commission. However, the report of this Commission has tended to be filed without appropriate action to carry major recommendations into effect.

Dictatorships such as that which Louisiana experienced from 1928 to

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Occupancy Taxes in Britain

Three centuries of experience with taxes paid by tenant on rental values leave British generally content with steadiness of tax, assessment practices, low delinquency.

By ARTHUR COLLINS
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THE United States Treasury's Committee on Inter-Governmental Fiscal Relations has suggested occupancy taxes as a substitute for—or a supplement to—taxation ad valorem on real estate.

This present contribution is forthcoming from one who has some knowledge acquired during twenty years of acquaintance at first hand with local political units in the United States and who has only recently been once again a guest of the American people in their own cities, wherein, as always, he was made so welcome and the recipient of so much kindness and good will.

It is in the light of this knowledge of American local taxation, coupled with a life-long experience with the British "rating" system, that the writer now endeavors to survey some of the essential features of the British system of local taxation. The purpose is to inform and not to teach any lesson for, as all sensible Britons realize, the American people know their own business best and need no instruction from an uppish Englishman.

The first—and perhaps fundamental—difference between the American and the British systems of collecting funds for city management expenses is that the American local tax is charged on real estate, while the British local "rate" is charged on the individual, the business firm, or the corporation occupying real estate.

The British system, like most of our practices in public and private business, is closely linked with history or tradition. The British mind is nowhere near so responsive to new ideas as the American. A change in business practice, which in the United States would be made by a stroke of the pen, would in Great Britain be the subject of long debate and solemn examination, the outcome of a conservative turn of mind. If anybody in Great Britain says that "such and such a thing has been done for generations," the natural reaction is, "Why change it?" On the other hand, from my experience, the American attitude of mind is well expressed by the remark recently made by the head of one of the most extensive corporations in the United States—the General Electric, speaking from memory—who said that if a business was being conducted in these times as it was five years ago, it was going wrong.

Now these apparently irrelevant comments really lie at the root of the subject we are considering—the raising of local levies for public communal activities in our two countries, for the British system is now nearly 350 years old and, though it has been attacked many times, we still "hold the [Elizabethan] line," for it was in

the reign of Good Queen Bess that the English local rating system was established. It has stood its ground, not because it is ideal—indeed, in some ways it is illogical, a patchwork of legislation and of decisions handed down in the courts of law.

On the face of it, taxing rules established in the year 1601 have to be mighty elastic to meet the requirements of 1944, and this elasticity has been derived not so much from changes in the law as from verdicts of courts of law ranging from such subordinate tribunals as local Quarter Sessions to the Supreme Court—the law members of the House of Lords. In ways which are the despair of the logical French or the methodical Germans, we adapt the old principle of occupancy value to every conceivable kind of real estate, and somehow or other, although the plan ought really not to work, it does. Nothing which has been suggested to displace it, or radically to alter it, has ever succeeded in establishing itself in Parliament or public opinion, and as far as anyone can see, it is likely to keep its place for a long while yet.

Rental Values—Real and Notional

The British measure of value to which reference has been made is a rental value, artificially computed as often it must be, but nevertheless either a real or a notional rental value arrived at in many cases by judgment rather than by formula, but computed somehow. The taxable value is the rental value, and each occupier is liable for it as long as he is legally the tenant of any real estate. There are, of course, exceptions and qualifications in and surrounding this simple expression of the basic principle of English rating, and some of the more important of these will be mentioned later. In so doing where the word "rate" or "rating" is employed it will be understood that this British designation is the equivalent of the real estate tax collected by units of local government in the United States.

The British system originated in a law passed in the reign of Queen Elizabeth, which imposed upon the inhabitants of each of the then political units of local government, known as "parishes," the liability to maintain its own poor in displacement of previous arrangements, almost feudal in their character, which left the poor and their maintenance at the mercy of the local lord or in the hands of the Church, or the charitable amongst the property-owning class.

The inhabitants so made liable were not, it need scarcely be said, children or other obviously inappropriate subjects of taxation but those heads of families or of the businesses of those days who came within this description: "Every inhabitant, parson, vicar, and other occupier of lands, houses, tithes impropriate or propriations of tithes, coal mines, or saleable underwoods."

The cost of maintaining the poor was estimated for a forthcoming term —usually half-yearly—the rental values of all those "rateable" were totted up and the estimated cost was divided amongst them in proportion to their respective rental values.

So it is today, for all expenses of the elaborate program of local public services entrusted by Parliament to the governing bodies in charge of

public affairs of counties, cities, towns and villages.

How then is this system applied in modern times? First, let us consider the ascertainment of occupation—or rental—values. A general picture of the system is much more likely to be useful than the scrutiny of the complexities which are inseparable from it. The commencing point is what is known as the "gross value," which is defined in an act called the Rating and Valuation Act, 1925, section 68, as follows:

> Gross value means the rent at which a hereditament might reasonably be expected to let from year to year if the tenant undertook to pay all usual tenant's rates and taxes, and if the landlord undertook to bear the cost of the repairs and insurance, and other expenses, if any, necessary to maintain the hereditament in a state to command that rent.

Do not be misled by this date 1925. It is due to the fact that in that year Parliament consolidated quite a number of laws in various acts of Parliament bearing on the subject and brought them within the compass of one statute. Fundamentally no change was made in the basic principle embodied in the statute of Elizabeth dated 1601.

From the gross value a deduction is made according to a scale contained in the act of 1925, which is reckoned as nearly as may be to represent the amount which the real estate owner, as the landlord, would have to spend year by year in order to keep the property in such a state as to enable it to yield to the landlord a rent equal to the gross value.

The scale of deductions from gross value to arrive at the taxable or ratable value is standardized to simplify the process of appraisement as far as possible. It will be obvious that experience in the cost of keeping any particular property in such a state of repair as to make it worth a rent equal to the gross value, must differ and, perhaps, differ considerably as between one property and another. The value of a simplified and standardized scale is, however, deemed to be worth while, in preference to a separate analysis of the cost of maintaining each parcel of real estate, in a class presenting fewest of the complications—properties such as houses, shops, and what one might call ordinary properties for which a rental value actually passing between a landlord and tenant is ascertainable on the facts, or for which there is no difficulty in judging what the rental value would be, as, for instance, in the case of an owner-tenant occupying a home practically the same as a neighboring property let for rent.

Predominance of True Rentals

In an average town it may be accepted that the taxable value, as measured by an actual or an analogous rental, including most homes, shops, apartment houses, and so on, would comprise between 80 and 90 per cent of the total number of the valuations. The rental values in normal times, as demonstrated by the rents actually payable and collected by the various real estate owners, are quite steady over a course of years. It would take too long to recite the various circumstances and causes of variations in the rental value of an ordinary home in an ordinary town in Great Britain, but the index entries

in text books on the technical aspects of this subject would include:

The rate of interest a real estate owner might expect to derive from his investment in the property, related as it usually is to the earning power of money in a care-free investment like a government bond;

The general state of trade in the city, with wider margins of rental ranges for good and bad times in the towns with a single or greatly-predominant industry, than in towns supported by mixed enterprises with a better diversity factor;

The gradual appreciation or deterioration in the character of a district as its principal features change from, let us say, residential to commercial or industrial, which may lower the value of homes round about, but increase the rental value of the area as commercial buildings replace deteriorating houses;

The impact of newer and outer-area homes upon the values of old types of homes nearer the center of gravity of the town's life;

And last, but by no means least, deterioration due to lack of care and attention to the property by an absentee or indifferent real estate owner.

Taken all in all, however, these factors, of which not many bear simultaneously on the taxable rental values, do not except in rare instances lead to rapid or extensive rises and falls in the aggregate rental values of a city, town, or village. Some of those factors cancel out, and such increases and decreases as may take place in the total valuation roll containing value figures of a political unit, are more often due to a city or town overflowing its legal boundaries as the population spreads over the neighboring countryside, and leaves for a while a surplus of accommodation or a deteriorating type of accommodation within the city limits.

Steadiness, in fact, might be regarded as the key word upon which the British system of founding local taxes upon rental values relies. That it has a better chance of finding reliance upon it warranted by experience in Great Britain than it could have in the United States is in the writer's opinion, beyond doubt. To say so is not to imply that occupancy value taxation is, therefore, an inappropriate or otherwise unsatisfactory plan for American cities. It may be or it may not, but this decision must be left to the American people, who know best.

Less Applicable to States

If anyone asks the present writer what are the reasons which in his opinion make the British system more effectively applicable in Great Britain than in the States, the answer would be that in normal times, which we must assume will return some day, there is not that volume of migration from state to state or from city to city in Great Britain, following the course of industries much less fluid in Great Britain than in the United States, fluidity which has been such a notable feature of the history of many American local political units. Secondly, the rapid rate of growth of so many American communities has left a core—derelict blocks, blighted areas of various kinds—which though not rotten, has been unsuitable for retention as a civic center and downtown district. Hence it has been torn down and not infrequently rebuilt upon a scale visionary or speculative, as proved by the contrast between values in trade booms and trade slumps. And thirdly, if more illustra-

tions be needed, rapid accumulation of family wealth and small fortunes in good times succeeded by collapses in bad times is an element much more pronounced in the States, where, without being tempted to digress into the realms of speculation about social equality, the writer believes that the number of business men becoming million-dollar men is much greater than in Great Britain. These ups and downs in the States result in unsteadiness in values both of real estate and the rentals obtainable from it.

It would, however, be interesting to see the results of research illustrated by curves showing variations in rentals in any American city over a course of years, alongside the variations in capital values upon which real estate taxation for local purposes in the United States is imposed. Upon this point the writer is quite incompetent to formulate any opinion but one would be pretty safe, would he not, in saying that in Great Britain the divergencies between the two curves would not be nearly as wide—or even as dramatic—as in "an average American city"—if such a one there be?

Limitations in time and space bar the writer from considering or examining the legal powers which may or may not be necessary in any state to clothe the city government with the necessary powers to effect such a substitution in whole or in part. Some real estate owner friends informed the writer that the local assessors—in Illinois at any rate—would not need any new legal powers from the State Capitol to enable them to tax on rental values, for, according to them, it was competent for an assessor to adopt one basis or the other—capital ad valorem or rental—provided he was convinced that it was just so to do and provided also that there was not differentiation in principle or practice between the treatment handed out to all classes of taxpayers on a like kind of real estate.

Anyone who reads this contribution will know whether this opinion is or is not well founded in his own state, but as a visitor, passing—perhaps not without a touch of impertinence—an opinion of his own, it would seem more difficult to obtain special powers from any State Capitol to tax on occupation values than it would be to prevail upon the local assessors to adopt this system where it is within their power already to do so if they think fit.

Notional Rental Values

Before closing this review of the conditions favorable or unfavorable to the occupancy tax plan, it should be pointed out that many criticisms of the British system which the writer has heard and read have got the picture out of perspective by dwelling disproportionately upon what one might call the notional or artificial occupancy values of many types of real estate common both to America and to Great Britain. Many of these cases to which American real estate owners or occupiers opposed to the British plan, and tax assessors who think it unworkable, refer, are not cases where the word "artificial" should be prefixed to the words "occupancy value." It seems to be by no means uncommon, even for some good American judges of taxation systems, to suppose that there are so

many properties in Great Britain for which a rental value has to be calculated artificially that the system amounts mostly to guesswork.

In this connection properties have been mentioned such as banks, blocks of commercial offices, chain stores, and other non-residential establishments of the owner-occupier class. In fact it is rare to find in any of these categories any necessity to resort to guesswork. So many facets of other real estate valuations where rental passes reflect upon the occupation values in these owner-occupier cases as to present both the assessor and the taxpayer with pretty solid evidence of what a rental value would be.

The records of British appeal cases (for recourse to courts of law is freely available to any taxpayer contesting an assessor's figure) would prove that relatively few are the valuations of owner-occupier real estate rentals which become acutely controversial and require judicial proceedings to settle. Circumstantial evidence in these respects, as also in many industrial plant cases, is at least as strong as visible evidence of rental values, just as it is of crime. There is no bogey here.

Special Types of Real Estate

There are, however, certain classes of real estate which do require artificial computation of rental value, and among these may be named great industrial plants, railways, electricity, gas and water undertakings, docks, and so on. The values in most of these instances, according to verdicts handed down by the highest courts in Great Britain, have to be ascertained by reference to the profits of the business. The net earnings are ascertained as matters of fact, and allocated as between the real estate owner, notionally separated from the occupier, and the occupier, respectively—the technical expression is "the hypothetical tenant." He is allowed out of the net earnings provision for interest on his (tenant's) capital investment for his profit-earning capacity, and for his risks, making a cumulative percentage (1) on his capital employed, or (2) on the net earnings—percentages gauged by many court judgments and by long experience with skilled assessors on each side of the table. This allowance, called "the tenant's share," is subtracted from the net earnings, and the balance is the occupation value, representing a notional rent payable to a notional real estate owner. Properties running over many local government political units, such as public utilities or railways, have their valuations divided amongst the several areas in which they are taxable by various formulae, which—loosely and briefly stated—comprise a percentage charge upon the capital investment in each area, plus a fractional share—based on the local business volume—of the balance of the net earnings, together attributed to rental. The aggregate valuations are termed "the cumulo value," as first ascertained on the profits basis. This "cumulo" is apportioned to each local government unit in that way.

And finally it should be remarked that great commercial undertakings are in a class by themselves, not assessed upon a profits basis as a rule. To some extent there is an element

introduced here which does employ a capital valuation upon what is called "the theory of a contractor's return upon capital." It must be admitted that it is complicated, because machinery enters into the question as well as buildings and machinery by itself, like all personal property, is not taxable. Machinery, however, which is sometimes as much a part of the structure of the buildings for the purposes of the business as the structure itself, is judicially held to enhance the occupation value of the premises. Thus a building complete with internal overhead traction gear would have a higher occupation value than the same building unprovided with such gear.

The assessor then says (how difficult it is to express these considerations even loosely with brevity): "What has been the capital cost of these buildings, and what would a contractor erecting them expect to get for his enterprise if he had built them for rent?" It is not to be supposed that he would have been willing to lay out his money without at least deriving from it earnings such as he could have drawn upon an investment of the same amount of money in government bonds.

To that extent there is measurable an annual rental value, and by how much that amount must be increased, having regard to the nature of the business, the supply and demand for such premises, the value of the site, the amount of tenant's capital required to run the business, etc., or decreased if the building is ornate, or badly designed, etc., is to be ascertained upon the facts of each case.

These things are highly controversial, but nevertheless valuations on properties of this kind are numerous if they amount to five out of every hundred valuations of real estate in a city, and the number of disputed valuations which have to be determined by the intervention of courts of law is well below one in the said 5 per cent. Imaginary though some of these valuations may be, they are nearly always solvent by the application of the experience of competent assessors serving the taxing authorities on the one part and the taxpayer on the other. Since 1929 certain industrial properties of business corporations are taxed only on one-fourth of the standard rate payable by all other taxpayers, and agricultural land is not taxed at all.

Delinquency

It remains now to consider one or two further aspects of the British system of local taxation on occupancy value bases which may be regarded as vital, and in marked contrast to American practice. As already stated, all local taxes are levied not upon the real estate owners but upon the occupiers, except for very small homes where the real estate owner pays the taxes and collects them as a supplement to the real rent, partly by law making the owner liable and partly by the voluntary agreement of the owner with the taxing authority at the option of the former, where it suits his requirements in meeting the needs of his tenants.

The local tax being levied upon the occupier, the taxing authority, in the event of delinquency, has recourse only to the occupier's estate, and finds its remedy in the appropriation by

foreclosure of the occupier's furniture and other contents of the building he occupies if he fails to meet his dues out of his cash resources. In cases of deliberate default, and the removal of the goods prior to foreclosure, to escape appropriation, the occupier can be brought before a local law court to show cause why he should not be committed to prison, but to bring about other "distraint" (i.e. confiscation of his goods and chattels), or committal to gaol, the court has to be satisfied that the right remedy is being applied and is justified on the facts of the case. Local tax delinquency in Great Britain is so small as almost to be negligible. A loss of one per cent of the taxes by delinquents would almost amount to a scandal.

Moreover, the tax is payable only for the period of occupation, and therefore a vacant property pays no taxes in England and Wales. In Scotland, approximately half the local tax is assessed on the owner—and he covers it by his rents—and the other half upon the tenant, the owner's half being paid or payable whether the property is occupied or not, upon the ground that such services as the maintenance of carriageways and sidewalks, sewers, street lighting and cleaning, police and fire brigade protection, and so on, are maintained for the protection of the property whether it is occupied or not.

The supporters and critics of the Scottish system, in so far as they express themselves in England and Wales, are about equally divided. In the latter countries, however, it follows that a real estate owner can never be deprived of his property for tax delinquency if he is deriving no rent or uneconomic rent from the premises, and if he was the owner-occupier, he is likewise assured of the possession of his property without taxation or confiscation.

Throughout Great Britain there is no separate valuation of the site and the buildings upon it, and if a site is void of property, it pays no local taxation. There are those who argue that this system enables a greedy landowner to evade his dues and even to hold the public up to ransom by withholding his land from development until its market value has risen to his price level. On the other hand, it is contended that one has only to look at the cost to the tax levying unit of acquiring land and tearing down the old buildings upon it to create an open space or "lung" in a congested area, to see that if an owner retains an open space at his expense in the absence of rental, he is cutting off his nose to spite his face, or to enjoy the pleasure of extending his five fingers from the same facial feature in the direction of the community. Wherein truth lies in this respect, who can tell?

Special Assessments

The system of special assessments may also be mentioned briefly, and then this tale is ended. Special assessments are quite few in number in Great Britain, and not nearly so much in vogue as they are in the States. The cost of constructing roads for the development of vacant land is divided among the real estate owners according to frontage, and is either to be paid up by the land-owner on the completion of the job under a prefixed

legal contract, or is payable by him in seven years' installments, the real estate owner in those cases giving a charge upon his property as security.

In British conditions this is effective as a check upon an excess of undeveloped lots laid out at public expense. Similar considerations apply to the provision of sewers and electric, gas or water mains. An occupation permit for the property will not be granted by the local council or commissioners unless the lot developer has provided or paid for the roads and so on. Electricity, gas and water mains are not laid until the lot developer has paid for them, and the installment plan is not favored here. In short, it would be almost impossible for any British city to be burdened heavily by undeveloped lots upon which public funds have been expended, in anticipation of recovery by special assessments or improvement taxes, followed by delinquency.

Conclusion

So in matters of valuation or assessment, of the retention of a real estate owner's interest in his property without risk of confiscation, in the reduction of delinquent taxes to amounts really nominal in total, and in the protection of the community from deficits on speculative lot development, British cities and towns seem to have found in their own way a steady and safe financial plan. (No city, county, or town has ever defaulted on its bonds.) That the taxing system works well over here, notwithstanding—or perhaps because of—its antiquity, is in the opinion of most Britishers beyond doubt. It is not without its signs, in the present as in the past, of development by a process of trial and error, but perhaps in the management of human communal affairs in great congregations of people, it is only by trial and error, rather than by formula, that progress in the search for a satisfactory local taxation system is likely to be achieved.

EDITORIAL COMMENT

(Continued from Page 163)

capable research bureau could be passed on to the voters.

Candidates could adopt the recommendations of the research bureau and put them in political platforms. When the candidates are elected, they could put into force the principles of real, long-range economy—not spending too little or too much but weighing the actual value of improvements above their influence in getting votes for their officeholding sponsors.

It would seem that the research bureau and the organization for political action, if in reputable hands, would solve many of Toledo's financial headaches and would remove much of the elasticity in human desire in municipal improvements.

Such a plan for stabilizing city financing deserves study. It is not new. Many cities have it and have made tremendous strides. There is no reason Toledo should not likewise profit from such sensible study and plan of action.

Model County Faces Problems

Annexation of some of its richest tax-yielding territory by Richmond brings Henrico fresh difficulties to solve; but efficiency of manager plan may bear fruit in the city.

By JULIAN CARY HOUSEMAN
Richmond (Virginia) News Leader

HENRICO County, Virginia, which has gained fame as one of the seven counties in the United States operating under county manager government, had hardly recovered from its manager plan growing pains when it faced a sterner test. More than eight square miles of Henrico's richest tax-yielding area were lost to Richmond, an adjacent city, through annexation.

The annexation decree was handed down by the Virginia Supreme Court of Appeals in June 1941 and became effective January 1, 1942. The Court's decision ceded to Richmond 47 per cent of Henrico's taxable values, including the rich Westhampton section where the manager plan movement was born. It reduced the county's area to about 240 square miles and its population to 30,000 persons. The county retained 80 per cent of its school population but lost were five schools including a large modern high school, a $450,000 sewerage system, some 13,000 citizens, and parts of every magisterial district.

The manager plan of government, which had brought 42 per cent more services at a 3 per cent reduction in cost over the old form of government, now had to uphold this improvement with a greatly depleted income. For the present progress has been slight, due to the war, but the real story of how Henrico's manager plan of government will stand the test lies in the program for postwar development.

Residential areas already are sprouting beyond the boundaries of the extended city lines into Henrico County. Real estate values have been increased by several million dollars by the new homes built prior to the war. Immediately after hostilities cease these subdivisions will be brought into newly created sanitary districts for the purpose of providing sewerage and water systems, trash and garbage collections, and other services that the taxpayers desire.

Wartime restrictions have retarded the growth and development of the subdivisions, but these same restrictions also have provided county officials with an opportunity to catch their collective breaths, survey the annexation problem, and lay plans for the future. A master plan of development is already on paper and the treasury holds a cash surplus large enough to start the program.

Since annexation the Board of Supervisors, the four-man governing body, has not seen fit to make the necessary tax adjustments to bring the budget back into balance. For the past two years a small part of the county's surplus has been used to supplement tax income. The present basic levy is $1.08 per $100. Of this levy one dollar is used to finance the school system, while eight cents is used for general government expenditures. The actual cost of the general

government is 30 cents and it is this difference that has been appropriated from the surplus. This is the first time the county has not lived within its budget since the manager plan was installed in 1934.

To Balance the Budget

County Manager Carlton C. Massey has recommended a tax readjustment plan to bring the budget back into balance and put the county on an even financial keel by the end of the war. The budget for the fiscal year beginning July 1, 1944, will call for expenditures totaling slightly more than $1,000,000. Mr. Massey explained that the county revenues have now leveled off and his tax recommendations are necessary to guard the surplus, which money will be needed after the war. Even with this tax readjustment, which will bring the county's basic levy to $1.30 per $100, Henrico will remain among the five counties in Virginia with the lowest tax rates.

The only good in the evil of annexation was that Richmond was forced to assume $713,162 of the county's total bonded indebtedness and pay $250,000 for the physical properties taken. Henrico now has only $338,-210 indebtedness, all in non-callable bonds which fall due annually until 1965. The bonds were issued for improvements in sanitary and school districts and sinking funds have been created to retire them annually.

Since its installation in Henrico in 1934, the manager plan of government has slashed delinquent taxes to less than 10 per cent while improving current collections to beyond 92 per cent. This would become a twice-told tale if the writer were to reiterate other improvements made by the manager plan. The Virginia General Assembly has just passed a bill which will permit the county to install a personnel merit system.

Mr. Massey is Henrico's third manager in ten years. Willard F. Day, its first manager, had the job of installing the plan of government, "selling" it to die-hard opponents, and putting the county on a sound fiscal basis. This job done, he accepted a call to the federal government and turned over his office to Sterry J. Mahaffey, who left the position of town manager of Franklin, Virginia. Mr. Mahaffey immediately saw the need of a planning engineer and employed one. After annexation he put into effect a small reorganization program of the county's departments. Generally, however, he followed the course set by his predecessor. He was appointed city manager of Durham, North Carolina, last November and Henrico reached to Salem, Virginia, for Town Manager Massey, a 36-year-old engineer.

The most expensive department in the county is the school system which embraces 26 schools and provides 31 school bus routes and buses to transport 5,442 white and Negro pupils. The 208 teachers receive an average income of nearly $1,200 annually with white and Negro teachers receiving equal salaries. School expenditures account for more than $500,000 of the current budget of $972,196.

The general fund expenditures of $469,000 include grants from the state and federal governments as well as local taxes and license fees. This

money is used to finance a ten-man police department, a trial justice court, a department of finance, a county jail, a department of public works, a health department, a circuit court, and a department of agriculture and home economics.

Postwar Plans

Sanitary district lines have been drawn in several of the new thickly populated areas of the county and citizens have authorized a postwar bond issue to provide utilities. Civic associations in other sections are circulating petitions requesting creation of sanitary districts in their areas. Referenda will be called for a bond issue vote. Under this sanitary district system citizens can authorize utilities construction in their respective areas. When the bonds are issued the area becomes a separate taxing district and citizens living outside of the district do not have to pay for the services of their neighbors.

Among postwar plans is the construction of a new jail on a 60-acre county-owned farm. Prisoners will then be able to work on the farm and produce food for themselves as well as for the unfortunates listed on the relief rolls. The farm house on this land has been remodeled and is now used to house the police, welfare, and health departments. The present jail which adjoins the courthouse is to be remodeled to provide office space.

The program calls for the construction of one large high school and at least two elementary schools to replace those lost by annexation. The recreation program, which was started before the war, calls for playgrounds to be operated at virtually every school during summer months. These playgrounds are to be equipped with lighting systems and softball diamonds for the organization of county leagues. The county now operates six playgrounds but this number is inadequate.

Other improvements include incinerators for trash and garbage disposal, a police radio transmitter system and two-way radios for all police cars and fire equipment, replacement of worn equipment, community libraries, and beautification of county buildings.

Henrico is among the few counties in Virginia that maintain their own highways. There are 378 miles of county-owned roads. Materials for these roads are produced at a county-owned sand and gravel plant which processes gravel at 35 per cent of the commercial cost. There is no county road tax. The money to finance the highway system comes from the state-collected gasoline tax which is earmarked for road expenditures only. The postwar road program proposes the beautification and modernization of highways. There is little money budgeted for the purchase of rights-of-ways as the property is usually given to the county by citizens. Some bridges must be replaced and many miles of roads must be resurfaced.

Where will the money come from to finance this man-sized rebuilding plan? It has been explained how taxpayers finance the extra services in the sanitary districts by assessments beyond the basic levy. For instance citizens of one of the present sanitary districts pay an extra 30 cents for water, sewerage disposal, street lights, fire protection, and textbooks for school children. Henrico has a sur-

plus of $300,000 all of it saved up by the county's manager government, another $100,000 in earmarked roads and sinking fund investments which may become available for improvement programs.

Citizens Kept Informed

The county has always operated on a pay-as-you-go basis. No financial secrets are kept from the taxpayers. The citizens are given opportunity to be heard before taxes are increased or money is borrowed. A financial statement is prepared monthly and distributed to county residents. Henrico is now operating on a budget based upon 92 per cent collection of taxes imposed, a virtually unheard of practice in other counties in the United States. The tax income has increased slightly since annexation became effective and prospects of regaining a considerable amount of the taxable values lost after the war appear bright.

John Citizen in Henrico knows at all times what his assessment is. Each piece of real estate is described on a card at the courthouse and the file also carries a picture of each house in the county. Real estate is taxed at 45 per cent of a fair market value and this tax is about one-third less than Richmonders pay. This fact has caused many of the city taxpayers to cast longing glances at a Henrico bill.

Richmonders are beginning to talk about the manager form of government and there's a small group of citizens in the recently annexed Westhampton section which is keeping that talk alive.

Some six years ago the Richmond City Council was asked to adopt an amendment to the charter that would permit a referendum on a new plan of city government. Proponents of this measure advocated a unicameral council in place of Richmond's old-fashioned bicameral system. The bill was defeated after strong opposition by the then mayor.

Recently the City Council was again asked to amend the charter to permit a referendum. This time advocates voiced favorable attitude toward the city manager form of government. Again the measure was defeated, but only after a close fight.

In that rich tax-yielding Westhampton area still lives the group of citizens that organized the movement to install the manager plan in Henrico. This group is made up of men, successes in their chosen professions, who seldom seek office. They are staunch advocates of strong, economical, and efficient government.

Yes, it could be that Richmond, in seeking to swell its tax coffers, has annexed a political hornet's nest. A nest of civic-minded men who advocate streamlined, economical, and efficient government.

Or it could be that the words of one of the three trial judges who decreed annexation in 1941 are ringing in the ears of Richmond citizens. This jurist said: "It was shocking to learn that Richmond . . . retained the outmoded, fossilized bicameral councilmanic form of city government."

Already some political observers predict that the mayor who takes office in Richmond in September 1944 will be the last to serve under the bicameral councilmanic government.

Anyhow, Westhamptonites are laying plans.

What Price City Government?

Growing dependence by cities on state and federal aid seen during postwar years because of apparently static or even declining revenues from purely municipal sources.

By V. J. WYCKOFF
Bureau of the Census

COMPREHENSIVE, accurate information is now available about recent revenues and expenditures of cities with populations over 25,000. These figures are offered in two current Census Bureau reports, *City Revenue in 1942* and *City Expenditure in 1942*. Both publications are for the municipal fiscal years ending in calendar 1942 and include, therefore, twelve war months.

This is the first time since 1931 that such financial data have been available on a city-by-city basis for the larger cities with less than 100,000 inhabitants.

For the cities with populations over 25,000, revenue in 1942 was $2,600,000,000. Property taxes, of course, dominated the receipts, supplying 65 per cent of the total; aid from other governments (mainly from the state) offered 17 per cent; other taxes, earnings, and miscellaneous items made up the remainder.

Final figures are not yet available from the Census Bureau for all units of local government (counties, smaller cities, etc.), but the cities with more than 25,000 inhabitants probably collected slightly more than one-third of the total general revenue of all local government.[1] Furthermore, the total revenue collected by these cities was approximately 43 per cent of the 1942 general revenue of the 48 states, and 19 per cent of federal receipts in general and special accounts for the fiscal year ended June 30, 1942.

On the expenditure side the total figure was $2,700,000,000, of which 70 per cent was for the operation of the city government, about 6 per cent for capital outlay, 17 per cent for debt service, and 7 per cent for contributions to trust funds and government enterprises.

Several comparisons of importance can be made with these total revenue and expenditure figures. The expenditure of $2,700,000,000 was about 5 per cent more than the total revenue of the same cities, but when New York City was excluded the difference was not quite 1 per cent. Although 1941 figures for all these cities are not available, the four groups of largest cities (populations over 100,000) had expenditure in 1941 almost 5 per cent in excess of revenue, though with New York City excluded the figure was just over 2 per cent. Another comparison of these 1942 Census Bureau reports with those of the previous year shows that for the 92 cities of the first four population groups both total revenue and total expenditure were slightly less than in 1941.[2]

Tables 1 and 2 offer summaries of the 1942 city finances by population

[1]See Bureau of the Census, *Financing Federal, State, and Local Governments: 1941,* special study No. 20, p. 22.

[2]Bureau of the Census, *Financial Statistics of Cities: 1941,* vol. 3.

groups. As can be seen, group I exerted great influence on the totals. The five cities of this group accounted for about 41 per cent of the revenue and 43 per cent of the expenditure of all cities with more than 25,000 inhabitants. New York City alone accounted for 28 per cent of the total revenues and 30 per cent of the expenditures.

It is to be expected that in a general way the larger the city the larger the revenues and expenditures. But population rank is by no means identical with revenue or expenditure rank, because of the many differences between cities both in income and wealth of the inhabitants and in the number and cost of services performed by the city government.

Another consideration of importance in making intercity comparisons based on these Census Bureau reports is the political inclusiveness of the city corporation. In a number of cities all of the functions ordinarily considered to be of a municipal nature are performed by the city corporation itself. In many cities, however, some of the major functions are offered by one or more distinct overlying units of government such as school, park, and sanitary districts. Revenue and expenditure figures for such districts, of course, were not included in these Census Bureau publications on the general finances of city governments.[3]

Tax Revenue

Without going into much detail, certain characteristics of the revenue figures are worth mentioning. For each of the six city population groups taxes played proportionately a similar role, comprising 72 to 77 per cent of the total revenue, though individual cities showed considerable differences. Philadelphia received 91 per cent of all its revenue from taxes which included the profitable income tax; in Los Angeles taxes contributed 66 per cent of total revenue. State aid accounted for many of the contrasts among cities with populations less than 100,000, especially when the states shared their taxes from income or from sales. Under such conditions cities can afford to tap local tax sources less vigorously.

Although there was not much difference between the city population groups in the proportion of property taxes to total revenue—about 65 per cent—substantial contrasts were apparent for individual cities. Also the cities in a number of states relied heavily upon sales and license taxes, or state-shared taxes, or charges for current services. In these states property tax revenue as a percentage of total revenue was below the average for the 397 cities.

As a whole, municipalities do not depend much upon the sales tax, whether charged directly against the retail sale of goods or collected as a license measured by gross receipts. The cities in 1942 collected only 4.7 per cent of their total revenue from sales taxes which totaled $124,000,000 (Table 1). New York City's general sales tax alone contributed a full half of the $124,000,000 though only about 9 per cent of its own total revenue. Certain cities, however, such as St. Louis, Washington, New Or-

[3]Previous to 1941 the Census Bureau reports on city finances were for consolidations of the transactions of most of the local governments found in the areas comprehended within the city limits.

TABLE 1

GENERAL REVENUE BY MAJOR SOURCE AND BY CITY POPULATION GROUP—1942[a]
(In thousands)

Source	Total	Group I (populations over 1,000,000)	Group II (populations 500,000 to 1,000,000)	Group III (populations 250,000 to 500,000)	Group IV (populations 100,000 to 250,000)	Group V (populations 50,000 to 100,000)	Group VI (populations 25,000 to 50,000)
Total, 397 cities	$2,598,317	$1,055,634	$407,990	$330,281	$314,657	$252,070	$237,685
Taxes	1,948,652	808,428	301,954	243,746	233,246	190,047	171,231
General and selective property	1,693,564	674,259	258,149	215,850	215,056	173,374	156,876
Sales and gross receipts	123,816	82,008	16,489	14,172	4,351	3,520	3,276
Licenses and permits	87,624	27,207	12,950	13,490	12,336	11,764	9,877
Other	43,648	24,954	14,366	234	1,503	1,389	1,202
Aid received from other governments	451,515	195,397	80,678	52,203	51,562	32,864	38,811
State	422,144	189,639	70,153	49,392	48,283	30,698	33,979
Federal	16,722	4,346	10,135	1,353	888	[b]	[b]
Other	12,649	1,412	390	1,458	2,391	2,166[c]	4,832[c]
Earnings and miscellaneous	198,150	51,809	25,358	34,332	29,849	29,159	27,643
Charges for current services	101,678	28,869	14,294	17,915	14,744	13,511	12,345
Special assessments for capital outlay	32,445	10,821	2,578	6,343	4,390	4,268	4,045
Contributions from public-service enterprises	26,416	2,399	3,978	4,012	5,823	5,107	5,097
Other and undistributed	37,611	9,720	4,508	6,062	4,892	6,273	6,156

[a]Bureau of the Census, "City Revenue in 1942," *City Finances: 1942*, vol. 2, no. 1, table 1.
[b]Included in "other"; segregation not available.
[c]Includes Federal aid; segregation not available.

TABLE 2

GENERAL EXPENDITURE, BY CITY POPULATION GROUP—1942[a]

(In thousands)

Character and Function	Total	Group I (populations over 1,000,000)	Group II (populations 500,000 to 1,000,000)	Group III (populations 250,000 to 500,000)	Group IV (populations 100,000 to 250,000)	Group V (populations 50,000 to 100,000)	Group VI (populations 25,000 to 50,000)
Total	$2,719,550[b]	$1,156,499	$405,781	$337,952	$321,261	$259,637[b]	$238,420[b]
Operation	1,914,243	788,352	296,204	237,938	224,140	189,641	177,968
General control	158,287	68,090	22,851	18,152	16,810	16,358	16,026
Public safety:							
Police	246,226	106,702	37,422	29,736	27,809	24,381	20,176
Fire	180,330	58,531	24,481	26,422	26,914	23,805	20,177
Other	27,281	11,086	3,682	3,205	2,947	3,264	3,097
Highways	134,759	38,107	19,430	18,310	17,665	20,479	20,768
Sanitation	134,273	52,502	19,561	18,407	17,155	14,617	12,031
Health	37,853	11,484	6,326	6,250	5,543	4,474	3,776
Hospitals	105,086	47,056	24,948	14,533	8,701	6,413	3,435
Public welfare	263,814	155,243	36,143	21,338	20,241	15,533	15,316
Correction	18,331	10,588	4,831	1,436	783	165	528
Schools	461,082	189,025	70,208	61,329	56,561	39,280	44,679
Libraries	26,993	8,208	5,005	3,940	4,186	2,936	2,718
Recreation	70,288	20,796	13,586	11,209	10,146	8,196	6,355
Miscellaneous	49,640	10,934	7,730	3,671	8,679	9,740	8,886
Capital outlays	154,524	67,724	22,450	18,063	19,036	12,605	14,646
Highways	56,010	23,690	9,332	7,506	6,785	4,174	4,523
Schools	18,059	11,840	2,325	1,683	1,192	253	766
Other	80,455	32,194	10,793	8,874	11,059	8,178	9,357
Debt service	460,695	160,579	62,054	67,731	67,134	57,391	45,806
Interest	168,839	69,236	19,822	26,784	19,902	18,515	14,580
Debt retirement	291,856	91,343	42,232	40,947	47,232	38,876	31,226
Contributions	190,088[b]	139,844	25,073	14,220	10,951	[b]	[b]
To trust funds	90,193[b]	53,784	21,137	9,218	6,054	[b]	[b]
To public-service enterprises	99,895[b]	86,060	3,936	5,002	4,897	[b]	[b]

[a]Bureau of the Census, "City Expenditure in 1942," *City Finances: 1942*, vol. 2, no. 3, table 1.

[b]Data on contributions to trust funds and to public-service enterprises are not available for groups V and VI.

leans, Birmingham, and Kansas City, Missouri, received between 15 and 25 per cent of their respective total revenue from sales taxes. In a few states a state law facilitated the general use of a tax, for example the New Jersey municipal tax on public utility franchises measured by gross receipts.

In the annual reports of the Census Bureau city expenditures are divided into four major categories: operation, capital outlay, debt service (interest payments and provision for debt retirement), and contributions to trust funds and government enterprises. There was not much difference in 1942 between the six city population groups in the proportion of operation expense to the total, between 68 and 75 per cent; the absence of information about contributions for cities under 100,000 did not materially affect these percentages.

Nor were there important differences in the group costs for such operation functions as general control, police, sanitation, and schools. Highway expenditure, however, as a percentage of the total steadily increased as cities on a group basis became smaller. A similar tendency, though not so consistent, was evident for fire protection.

Influence of War

The first year of war had little influence on revenue, except for cities benefiting from profitable state-shared income and sales taxes, or from their own taxes measured by sales or gross receipts. At least such is the conclusion justified by a comparison of 1942 with 1941 figures for cities with more than 100,000 inhabitants (population groups I-IV), and it seems probable that smaller cities had similar experiences.

The reason for this relative stability in revenue lay in the dominance of the property tax in the municipal fiscal system. This tax is inelastic in yield when compared with other levies, barring changes in rates, assessments, city boundaries, or collections of delinquent taxes. To be sure, shifts in population caused by war industries and service camps influence property taxes. However, such resulting changes are not likely to be particularly noticeable within one twelve-month period. Also, in cities of over 100,000, the absolute change in population must be substantial in order to effect as much as a 5 per cent increase or decrease in property tax collections.

Expenditures were more sensitive to war. The most conspicuous and war-related variations of importance between 1941 and 1942 were the decreases of nearly 15 per cent for welfare and 33 per cent for total capital outlays, and an increase of about 40 per cent in "public safety—other." These are briefly considered in the next paragraph. Moreover, these percentage changes were similar for each of the four city population groups.

For the country as a whole, and particularly for the larger cities, it was inevitable that the call of men to arms and the great expansion of war industries would reduce city welfare expenses. Decreased expenditure for capital outlays also was a concomitant of war—a result of drastic reductions in available construction materials as well as of voluntary postponement of building and highway programs to a postwar period. It

should be mentioned, however, that the operational expenses of the highway department decreased only slightly. "Public safety—other" increased because in most cities it was the subclass which contained expenditure for civilian defense—personnel and equipment—and for rent control, as well as for such usual items as safety campaigns and flood control.

Conspicuous upward movements of expenditures for some individual cities during the 1942 fiscal year were frequently the result of war influences, which created the need for additional police protection, sanitation systems, health services, and school facilities. Such cities, closely tied to shipbuilding or arms manufacturing or the mushrooming growth of military bases, may be faced with critical postwar problems of readjustment.

These Census Bureau reports on revenue and expenditure bring into relief certain characteristics of city finances which may be disturbing.

Summarized, the data show that in 1942, on a city-by-city basis, in slightly over one-half of these large cities expenditures, including debt service, were greater than revenues. A substantial majority of cities failed to cover total expenses from their own resources—that is, total revenue less state aid. Moreover, only about 5 per cent of the 397 cities with more than 25,000 inhabitants had tax collections equal to or greater than total expenditure.

It seems probable that at least in the immediate postwar years such excesses of city expenditure over revenue will become more pronounced. Because of priorities and rationing there has been a general deferment of certain maintenance and repair work, especially for public buildings and streets. Once buying restrictions are removed and materials become available, repair expenditure combined with capital outlay will add considerable sums to municipal costs.

The revenue picture is less clear, but the postwar years may show that revenue from the cities' own resources will not expand in step with expenditure. Indeed, property tax collections may even decline without being offset by improvement in revenue from other taxes or from earnings. The resulting strain will be temporarily relieved in those municipalities which have been authorized in 21 states to establish postwar reserve funds, and have done so.

For a longer period of time at least three factors in city finances deserve emphasis. First, the dependence of municipalities upon the property tax justifies the continuation and even acceleration of improvements in its administration. Particular attention must be given to assessment practices and to tax-exempt property. Second, the very dependence of cities upon property as a tax base points to the development of a more diversified tax system. Third, local, state, and federal fiscal relations must become a matter of positive, constant attention by municipal officials. Indifference may well lead to increasing reliance by cities upon state—and federal—aid, and this brings to mind an old saying that he who pays the fiddler calls the tune.

EDITOR'S NOTE: Although the author is a staff member of the Governments Division, Bureau of the Census, the opinions presented in this article are to be considered personal, not official.

Researcher's Digest: April

Units of government in Oregon; 15 years of assessment problems; cost of golf in Schenectady; war improvements in personnel practices; league of cities recognized

By MIRIAM ROHER

IDEALLY, every major work of general application in the field of government or public administration should be accompanied by a progeny of little works citing the local facts. This would fill up the vacuum which so often surrounds new scientific truths and pave the way for some kind of action in the city hall or the county seat.

The ideal has actually come to pass in the case of William Anderson's now celebrated work on the *Units of Government in the United States,* published in 1942. The **Bureau of Municipal Research and Service of the University of Oregon** has brought forth its local complement to Professor Anderson's findings in *The Units of Government in Oregon, 1941.* This little pamphlet is the chapter and verse to illustrate the sermon. Here we see how multitudinous are the units of government even in so new a state as Oregon. Here we find specific examples of the variety in tax rates, population, area, valuations in the counties and cities of Oregon. The reader is intended by the Bureau to hark back to the Anderson work for his conclusions—and then, apparently, to do something about it.

Assessment Blues

Fifteen years of attention to the problems of assessment administration are summarized, and the subject matter brought up to date, in *Schenectady Assessing Studies,* by the **Schenectady Bureau of Municipal Research.** The Bureau supplies twelve chapters worth of detailed observations on such facets of the subject as assessing organization, assessed values, certiorari actions, depreciation, changes in land valuations, effects of overassessment, attitudes of real estate dealers. An introductory statement warns that the state of New York may well step into the picture to do something about the things that are awry if the city doesn't hurry up and get there first.

Golf

A new approach to that fine old businessman's sport, golf, is provided by another **Schenectady Bureau** study, *Municipal Golf in Schenectady,* which comes to the solemn conclusion that the course is costing the taxpayers too much money, and needlessly so. The financial aspects of the municipal course get a thorough airing together with some data on practices in other cities which maintain public greens. Moreover, the Bureau has a good deal of concrete value to say on how to cut these costs without raising too much the price to the golfing customers.

Silver Lining

The war cloud's silver lining becomes slightly visible in a study of *Municipal Personnel Practices and Problems,* published by the **Bureau of Municipal Research and Service of the University of Oregon.** This work demonstrates that the loss of their employees to war industry has shown municipalities that their smug conviction that there was some mystic attraction in public employment for public employment's own sake may have been badly mistaken. It shows, too, that many Oregon cities have taken the lesson to heart and are well on the way to es-

tablishing stable, practical personnel practices which will attract, and keep attracted, the right kind of worker. Among the wartime changes found by the Bureau have been the opening of more jobs to women, the waiving of residence requirements and age limits, the increased use of physically-handicapped persons, greater use of transfers, and training programs. Besides that, the way is opening for sound salary and salary increase plans and for dependable retirement systems.

Recognition

The league of municipalities, ordinarily in the same position of self-effacement as a governmental research bureau, comes into its well deserved own in *A Study of the League of South Dakota Municipalities* made by an alert college student, Norma Boardman, for the **Governmental Research Bureau of the University of South Dakota.** The author has traced the ten-year history of the League, with painstaking attention to the nature of each of its activities and achievements. Significant among her recommendations is the proposal that the organization has now progressed to the point of deserving a full-time, professional, paid secretary; that a postwar planning program be initiated now; that the League become an even more efficient lobbyist before the state legislature.

Gruenberg to Fels Fund

Frederick P. Gruenberg, long active in governmental research and civic work, has been elected secretary of The Samuel S. Fels Fund, a foundation established by Mr. Fels primarily for research in scientific, educational, civic, and social problems. In addition to maintaining the Institute of Local and State Government at the University of Pennsylvania, the Fund's activities cover a wide field.

Mr. Gruenberg was director of the Philadelphia Bureau of Municipal Research for eight years, served as a public service commissioner of the Commonwealth of Pennsylvania for six years, was active in three Philadelphia charter revision campaigns, being executive secretary of the citizens' committee of the 1939 campaign, and for the last two years has been Area Rent Director of the Philadelphia Defense Rental Area of the Office of Price Administration.

This and That

What are the research bureaus thinking about?

Budgets, for one thing. The **Detroit Bureau of Governmental Research** complains about an all-time high in *Just A Second.*

City finance looms large with a number of the bureaus.

The **Buffalo Municipal Research Bureau,** in *Just a Moment,* describes the new New York State local finance law, effective July 1, 1944, which affects all municipal subdivisions of the state. Another issue measures the effects of Buffalo's decreased debt margin, which, under the terms of the state constitution adopted in 1938, is reduced from 10 to 9½ per cent as of the first of this year.

"Public Waste" is the basis for a series of short articles appearing in the bulletin of the **Citizens' Research Institute of Canada.**

The Institute for Public Service of New York City, in a recent issue of *Public Service,* gives "Some NYC Transit-Fare Facts for Legislators and NYC Taxpayers." It points out that last year the city lost nearly $40,000,000 on its transit system and lists the savings to taxpayers if such a deficit could be wiped out by "self-sustaining" fares.

"School employee organizations are

engaged in constant rivalry and struggle for preferential treatment at the hands of the School Committee," says the *Bulletin* of the **Boston Municipal Research Bureau,** and suggests that while salary adjustments may have to be made in individual classifications, it is difficult to see how the School Com-Committee can satisfy all the wage demands without undermining the school salary program.

The **St. Louis Governmental Research Institute's** *Mind Your Business* lists 1943 tax rates and assessed valuations in 87 Missouri cities—those over 2,500. Tax information for 21 large cities in California is published by the **San Francisco Bureau.**

Citizens' Business, publication of the **Philadelphia Bureau of Municipal Research,** points to the progress in classification and pay standardization made by the outgoing Civil Service Commission, urging the new commission—with a completely changed personnel—to continue the good work.

Research Bureau Reports Received

Assessment

Schenectady Assessing Studies. Schenectady, New York, Bureau of Municipal Research, December 1943. 77 pp

Leagues of Municipalities

A Study of the League of South Dakota Municipalities. By Norma Boardman. Vermillion, Governmental Research Bureau, University of South Dakota, January 1944. 31 pp.

Licenses and Permits

The Administration of Licenses and Permits in Schenectady. Schenectady, New York, Bureau of Municipal Research, July 1943. 29 pp.

Personnel

Municipal Personnel Practices and Problems with Special Emphasis on 50 Oregon Cities. Eugene, Bureau of Municipal Research and Service, University of Oregon, in coöperation with The League of Oregon Cities. 23 pp.

Recreation

Municipal Golf in Schenectady. Schenectady, New York, Bureau of Municipal Research, June 1943. 48 pp.

Units of Government

The Units of Government in Oregon 1941. Eugene, Bureau of Municipal Research and Service, June 1943. 16 pp

LOUISIANA AND REFORM

(Continued from Page 169)

1940 may very easily arise from the failure of public officials to keep step with the needs of the mass of people, thereby creating the conditions under which demagogic appeal may be successfully made. The incoming state administration will do well to weigh these factors in preparing its program for the next four years.

The new state administration headed by Governor-elect Davis has been elected by the same group which put Jones into office. Due to this fact and to the state civil service system, no upheaval is anticipated at this time. The incoming administration is pledged to carry forward the work already begun. In spite of the many improvements during the past four years, the problems facing the incoming administration are sufficiently challenging to require the best in executive ability. Again Louisiana has a governor without previous executive experience but at least he may have the benefit of the experience of Louisiana's first reform administration in recent years.

On the Local Front

Prepared by the Office of Community War Services
Federal Security Administrator Paul V. McNutt, Director

ZILPHA C. FRANKLIN, Editor

Wartime Needs of Young People a Wartime Challenge

AN INVITATION to cities, towns, and villages across the nation to meet the wartime needs of young people as effectively as they have met the challenge of war production, selective service, and other community jobs, has been issued by Paul V. McNutt, federal security administrator.

In a pamphlet entitled *Citizens of Tomorrow—A Wartime Challenge to Community Action,*[1] Mr. McNutt and ten other heads of federal agencies concerned with youth problems describe the wartime needs of youth, the responsibilities and resources of their agencies in this field, and the services available to states and communities.

"Every town," says the pamphlet, "no matter how hard pressed, already has established machinery and resources with which to serve young people. Most, if not all, community services are already overburdened. But determination, ingenuity, practical planning, and persistent teamwork can overcome this and other obstacles, and make the most of whatever is at hand." Where communities are not already organized for the task, the pamphlet suggests that "the mayor or the chairman of the Defense Council may call together all the partners of this community enterprise. . . . The mayor or defense council can take the initiative in bringing together a committee on community service for young people, with representation from all interested groups, and a small executive unit to head up activities. (Existing organization should, of course, be utilized; if a committee on children's needs in wartime has already been set up, under the Defense Council or other community auspices, it would naturally assume this responsibility.)"

Agencies of local government which have obligations to youth are listed as "schools, the health department, the welfare services, the law enforcement authorities, the public employment service, the recreation or park and playground department, and the local housing authority." Private organizations interested in young people, as well as industry and business, should also be represented, states the pamphlet. And last but not least, the coöperation of young people should be enlisted, "not as a minority group to whom this is a special dispensation, but as students, workers, members of the church, civic, social, athletic, and other groups—in fact, as what they are—working members of the community partnership."

For the guidance of communities which are organizing youth programs, the pamphlet outlines the needs of young people "in wartime—and all the time."

First, *livable homes,* where, in spite of overcrowding or other unavoidable discomforts of wartime living, families can feel that they "belong";

Second, *good health protection,* so that they need not face life with preventable handicaps to mental and physical health;

Third, *broad-scale education,* relating the great inheritance of the past to the realities of the present and their individual needs for the future;

Fourth, *opportunity for recreation and social contacts,* space and time for a normal, wholesome "life of their own";

[1] Office of Community War Services, Federal Security Agency, 44 pp.

Fifth, *effective work training and work experience*, geared to help them learn how to work, as well as what work they are best fitted to do;

Sixth, *guidance and protection for young people* in difficulty, welfare service by experienced people for those who get into trouble or who are handicapped because of death, illness, or other family disaster;

Seventh, *law enforcement safeguards*, forestalling exploitation and the dangers that may result from inadequate community control over school attendance, jobs, and amusements.

The importance of good health in making good citizens of tomorrow is stressed by Surgeon General Thomas Parran. "Mental hygiene clinics are needed as a service of the local health department," says Dr. Parran. "All community organizations should work coöperatively to secure the services of trained psychiatrists in mental hygiene clinics."

Emphasizing the wartime hazards to all young people, Mark McCloskey, director of the Office of Community War Services, says: "As citizens we are all deeply concerned with children who have *not* stood up under the strains of war; we tend to overlook the needs of the vast majority who have. Meeting those needs now, in terms of wholesome recreation, is the community's best insurance against delinquency." A well rounded community recreation program is recommended not as a cure for delinquency, but as a "powerful preventive."

Attorney General Biddle cites specific ways in which communities can help reduce juvenile crime and delinquency. Separate detention facilities, special police units for dealing with juveniles, trained probation officers attached to courts, and coöperation among law enforcement and welfare agencies, churches and schools are among Mr. Biddle's recommendations.

Local law enforcement has an urgent responsibility for protecting young people from becoming involved in promiscuity, says Eliot Ness, director of the Social Protection Division, Office of Community War Services. "This includes adequate policing of taverns and bars, hotels, tourist camps" as well as "enforcement of laws and ordinances protecting young persons in employment."

The enlightened community will see that its local juvenile court is presided over by a qualified judge and served by trained competent probation officers, observes Richard Chappell, Chief of the U. S. Probation System. "The door to probation and correctional work should be barred to the unqualified politician," asserts Mr. Chappell.

According to Katherine Lenroot, its chief, the Children's Bureau is giving special attention this year to "maternity and infant care, and health protection of children; maintenance of school opportunity and safeguards for employed youth; care of children of employed mothers; recreational opportunities for children and youth; community measures for the control and treatment of juvenile delinquency."

Citizens of Tomorrow ends with a check list "suggesting basic community services and activities that are practicable within the resources of most localities."

Other contributors to the pamphlet include John W. Studebaker, U. S. Commissioner of Education; Jane M. Hoey, director of the Bureau of Public Assistance; and D. S. Myer, director of the War Relocation Authority.

Contributors in Review

FINANCIAL officer with various public bodies since 1900, **Arthur Collins** *(Occupancy Taxes in Britain)* is in practice at Westminster as financial adviser to public authorities. Mr. Collins has travelled widely on municipal administrative research throughout South Africa, the United States, and Canada, and has represented British local government finance at international conferences in various centers abroad. He has been city treasurer of Birmingham, president of the Institute of Municipal Treasurers and Accountants, Fellow of the Royal Statistical Society, the Institute of Public Administration, and other professional bodies, and is author of numerous books on public finance.

ON WINNING his Ph.D. at Vanderbilt University in 1932, **Harlan W. Gilmore** *(Louisiana Clings to Reform)* repaired immediately to Tulane University in New Orleans where he is now associate professor of sociology. Dr. Gilmore has made various population and socio-economic studies of the New Orleans area which have been published in magazines and in professional periodicals. Several studies have appeared in book form.

STARTING out with social work as his goal, **Julian Cary Houseman** *(Model County Faces Problems)* got the newspaper bug while writing sports during his last two years at Richmond University. On graduation in 1936, Mr. Houseman became news reporter for the *News Leader*. Except for a nine-months break when he directed a temporary highway traffic safety publicity campaign for the Virginia Division of Motor Vehicles, he has been with the newspaper ever since. He has kept in close contact with the situation in Henrico County and knows whereof he writes.

RESPONSIBLE for the analyses in the two publications which he discusses in this issue, **V. J. Wyckoff** *(What Price City Government?)* is well qualified to write concerning them. Dr. Wyckoff received both his arts and doctor's degrees from Johns Hopkins University. He has taught economics at St. John's College, Annapolis, Maryland, and at the University of Maryland. Since 1942 he has been with the Governments Division of the Census Bureau as tax economist.

— Buy United States War Bonds and Stamps —

News in Review

City, State, and Nation

Edited by H. M. Olmsted

Controversies between Cities, Organized Labor Cause Critical Situations

Collective Bargaining and Strike Doctrine at Issue

WHETHER because of or in spite of the war, labor disputes in public employment present serious problems in several phases of governmental activity. Although the great bulk of public employment remains peaceable and orderly in character, notwithstanding heavy strains due to manpower shifts and shortages and increases in living costs, a number of threatening and even disastrous situations have arisen. These have involved critical services in both "proprietary" and the strictly governmental fields. Questions of collective bargaining, closed-shop unionization, and the alleged right to strike are pressing in many communities.

The most outstanding recent development was the nine-day strike of some 2,500 employees of the Los Angeles Department of Water and Power. This is reported to have tied up over 150 plants doing war work and left more than 100,000 homes and business places without electricity. On February 23, at the request of Mayor Fletcher Bowron, the United States Army took control of the system by direction of President Roosevelt, and the strikers returned to work. Some of their civil service benefits would have been jeopardized if they had not resumed work within ten days after leaving it.

The International Brotherhood of Electrical Workers (AFL) had demanded monthly wage increases of fifteen dollars or more and had rejected the city's offer of five dollars, which Mayor Bowron said would bring to twenty dollars per month the total increase per employee during the last seventeen months. He claimed that the employees were receiving more than was paid by private utility companies. The severity of the tie-up was augmented by a heavy storm that damaged many power lines. President William F. Green of the AFL had denounced the strike and urged its termination.

The Army restored control to the city's Board of Water and Power Commissioners on February 29, full service having been restored to residential, commercial, and industrial users. The Board instructed General Manager H. A. Van Norman to survey the wage and employment situation and make recommendations for a fair settlement of the wage controversy.

In Philadelphia a seventeen-day strike of about 3,000 employees of the city's water, street cleaning, and highway bureaus was ended on January 22, when the strikers accepted a city offer of an increase of about five cents an hour with further increase to be subject to negotiation as against a demand for ten cents. The strike was called by the American Federation of State, County and Municipal Workers (AFL). Large piles of rubbish, ashes, and garbage had accumulated in the streets. The water plant was run by skeleton crews and prison labor.

Montreal experienced serious labor difficulties in December, including a fourteen-hour strike of police, firemen, and public works employees on December 14 and 15, which was ended when city officials agreed to grant the demand that the Canadian Congress of Labor be recognized as bargaining agent of the three departments. Prior

to the strike the city had offered increases of $500 a year in lieu of recognition of the CCL.

The Right to Strike

At the annual meeting of the United States Conference of Mayors in January this resolution was adopted:

> WHEREAS the health, safety, and welfare of the people of all municipalities is endangered by strikes of municipal employees to enforce their demands against their city governments, especially in the midst of war;
>
> WHEREAS the President of the United States has declared that: "All government employees should realize that the process of collective bargaining, as usually understood, cannot be transplanted into the public service . . . militant tactics have no place in the functions of any organization of government employees. A strike of public employees manifests nothing less than an intent on their part to prevent or obstruct the operations of government until their demands are satisfied. Such action . . . is unthinkable and intolerable."
>
> Now, therefore, be it RESOLVED: that the United States Conference of Mayors, in annual conference assembled, does hereby affirm the statement of principles hereinabove stated, and does hereby condemn any strikes of public employees against duly constituted municipal governmental agencies or authorities.

Mayor La Guardia of New York, president of the Conference of Mayors, in addressing the International Association of Fire Chiefs on January 26, stated that during many years in Congress he had supported the right of labor to strike, but said it was never intended to apply to government employees. The National Association of Municipal Law Officers has likewise denied that public employees have a right to strike, and that the closed shop is proper in public employment.

Union Agreements

Trade union agreements, however, some of them of a closed-shop nature, exist in various cities. The United States Bureau of Labor Statistics has published a study of such agreements between 32 cities and the two chief unions in this field—the American Federation of State, County and Municipal Employees (AFL) and the State, County and Municipal Workers of America (CIO). The agreements involve mechanics, street cleaners, janitors, laborers, truck drivers, etc., and in some cases clerks, stenographers, teachers, and other white-collar workers. The largest city in the group is Philadelphia, all others having less than 10,000 population. Most of them are in Michigan, Wisconsin, and Pennsylvania.

As summarized by Burt P. Garnett of *Editorial Research Reports*, eleven of the 32 agreements provide that all persons employed in the department concerned must be or become members of the union within 30 to 60 days after employment. A few agreements require dismissal of an employee who does not remain a union member in good standing. Check-off of union dues is provided in six agreements, being compulsory in one and subject to acceptance by the employee in five others.

Eighteen agreements provide for arbitration as the final means of settling disputes. Strikes and lockouts are forbidden in eight agreements, but are not mentioned in the other 24. All of them cover hours and rates of pay, and time-and-a-half for overtime. Vacations with pay are prescribed in 26, and fourteen call for sick-leave with pay.

The Bureau reports that fifteen other cities have understandings with employee unions but not in the form of a standard trade-union agreement; some are embodied in ordinances or resolutions, with or without references to the union; many recognize the union as an exclusive bargaining agency.

Some cities and other governmental agencies are working out new techniques or improving old ones for dealing fairly and coöperatively with employees and avoiding the extremes of organization and conflict that may be unavoidable in private industry. A wide field remains for officials and employees alike in the development of fair standards of remuneration, and methods of group discussions and determinations where neither the strategic power of organized employees in essential public services nor dogmatic ideas of public officials and narrow concepts of economy shall control.

Boston Offers Prize for Metropolitan Area Plan

A total of $8,000 in prizes will be awarded in the Boston Contest—a competition to "develop citizen interest and citizen participation in a forward-looking and practical master program designed to promote the sound growth and prosperity of the Metropolitan Area."

The contest, which is open to any interested individual or group, was initiated by the Boston Society of Architects. At the Society's request, it is being administered by Boston University. Among the sponsors are Governor Leverett Saltonstall, Mayor Maurice J. Tobin, Boston Chamber of Commerce, Harvard University, and the Massachusetts Institute of Technology.

Each contestant must submit a manuscript of not more than 15,000 words dealing with the knotty problems of the Boston metropolitan area. The following topics must be covered: intergovernmental relationships, taxation and revenue system, assessment and depreciation policies, industrial and commercial development, educational and recreational development, welfare system, residential redistribution and development, transportation, and citizen participation.

The contest deals with the formulation of policies rather than the development of detailed plans. Thus extensive cost statements will not be required. The Contest Committee suggests that the most important feature of the report should be the correlation of the various subjects into a single over-all program.

In addition to the $5,000 first prize, a distinguished array of judges will award a $2,000 second prize, and ten prizes of $100 each for "specific meritorious suggestions" apart from the over-all master plan.

Judges of the contest are: Charles Francis Adams, former Secretary of the Navy; Harold S. Buttenheim, editor of *The American City;* William Roger Greeley, architect, chairman of the contest; Joseph Hudnut of the Harvard School of Architectural Design; Daniel L. Marsh, president of Boston University; Lewis Mumford, author; and Henry J. Nichols, president of the Boston Chamber of Commerce.

All persons wishing to enter the contest must make application to the Boston Contest, Boston University, 688 Boylston Street, Boston 16, on or before April 15, 1944. Reports must be submitted by June 19, 1944.

JOHN J. COSTELLO, *Acting Secretary*
Boston Municipal Research Bureau

Metropolitan Areas Committee Established in California

President Lawrence E. Olson of the League of California Cities has appointed a Committee on Metropolitan Areas, as authorized by the League's board of directors. It consists of the mayors of the 28 California cities of over 25,000 population, headed by Mayor Fletcher Bowron of Los Angeles. The function of this committee and its two subcommittees for the Los

Angeles and the San Francisco Bay areas will be to investigate and attempt to solve difficulties peculiar to metropolitan areas, including decay in the center and growth in the unincorporated fringes, together with special problems that cross boundary lines and must be approached on a community basis, both now and in postwar planning.

Urban Redevelopment Laws Upheld, Invalidated

The highest court of New York State and a state circuit court in Illinois have both passed on the constitutionality of state urban redevelopment legislation since the first of the year with opposite conclusions. The New York Court of Appeals declared the redevelopment companies law of that state constitutional, and the Illinois court declared the Illinois neighborhood redevelopment law unconstitutional.

Both laws make the power of condemnation available, either directly or indirectly, to redevelopment companies that are incorporated under these laws. According to the National Association of Housing Officials the principal difference in the two laws is that the Illinois law provides no tax subsidy and frees the corporation of public control upon completion of a development, while the New York law provides for a 25-year partial tax exemption, with public control to be withdrawn at any time when the corporation foregoes tax exemption privileges and pays the full taxes accrued plus 5 per cent interest.

The New York court pointed out that the law of that state does not grant the power of condemnation to private agencies, but to the city involved—the city transferring title—and held that the constitution was not violated. Two judges dissented on the score that the exercise of the power of condemnation by the city instead of the corporation was a mere formality, and that the state constitution did not permit the use of condemnation by a private company unless regulated by law as to profits etc., and the redevelopment companies could free themselves from such regulation.

The Illinois court held that the power of condemnation was not properly granted to the private owners, since all public control for the perpetuation of public use is removed at completion of the redevelopment area. It is expected that both decisions will be appealed.

Council-Manager Plan News

The idea of a city manager for **Washington, D. C.**, either with or without local voting for a city council or commission, is again active. Senator Theodore G. Bilbo of Mississippi, recently made chairman of the Senate District Committee, has declared that the present commissioners "should be relieved of some of their multifarious duties," and that he is studying a plan for a city manager as the executive head of the District of Columbia government, leaving the present three federal commissioners to act as a policy-making board. Six years ago a proposal for appointment of a manager was made in the Griffenhagen plan which was considered by the House District Committee without action.

A home rule council-manager bill for Washington, sponsored by Senator Pat McCarran of Nevada, has been before the Senate committee for some time. It calls for election of a local council by the citizens of the District to take over all legislative duties of the present commissioners and to promulgate laws with Congressional approval. The council would appoint a trained city manager to handle the administrative functions of the District government.

An ordinance providing for a borough manager in **Pottstown, Pennsylvania,** received preliminary approval of the borough council on March 7. It does not specifically give the manager power to appoint his subordinates.

The International City Managers' Association announces that the borough of **New Brighton, Pennsylvania,** has been added to its official city manager list by virtue of an ordinance adopted there in October 1942, which provides for a borough superintendent.

Three Vermont towns—**Bennington, Manchester,** and **Northfield**—voted in town meetings on March 7 to retain town manager government.

The chairman of the **Milwaukie, Oregon,** Planning Commission has appointed two committees, one of which will study the difference between the two plans—mayor-council and council-manager—under consideration for a new charter. The other will visit nearby cities having managers.

Wyandotte, Michigan, will vote April 3 on the question of charter revision permitting the manager plan.

Fairbanks, Alaska, on February 15 turned down by a margin of sixteen votes the opportunity to become the first manager city in Alaska.

In **Harrisonburg, Virginia,** on March 14, the voters decided by a margin of twelve votes that a change from the existing mayor-council government to the council-manager plan should not be made. The manager plan was defeated eight years ago by 366 votes.

Longueuil, Quebec, voted in February in favor of city manager government. **Drummondville, Quebec,** is reported to be seriously considering the manager plan.

The average length of service of 562 city managers in office at the end of 1943 was 7½ years; 42 had served more than twenty years.

New Charters for Old

On February 21 the people of **Midland, Michigan,** by a vote of 1,329 to 281, or a total of 48 per cent of the registered voters, authorized the election of a charter commission.

The charter revision commission of **Little Falls, New York,** has recommended to the new city council that a new commission be created to draft a modern charter. The commission declared that "our old city charter, originally adopted in 1895, is reckoned as one of the most obsolete, outmoded, and unworkable municipal charters in the state of New York." The council has empowered Mayor Wagoner to appoint a commission of from fifteen to 21 members, partly official and partly representative citizens not holding office.

Oregon League Holds 21 Regional Meetings

The League of Oregon Cities has held regional meetings in 21 different municipalities in the latter part of 1943 and in January 1944. Approximately 900 city officials and other interested citizens attended. The chief topics of discussion were postwar planning, allocation of highway revenues to cities, and juvenile delinquency. More than 29 Oregon cities are reported to have official planning commissions working with the cities, counties, schools, and private agencies to make definite postwar plans.

OPA Committee Considers Municipal Problems

Price Administrator Bowles announced on February 28 the formation of an OPA Municipal Affairs Committee, headed by himself and including heads of OPA operating departments, to consider the effect of OPA regulations upon

municipal government and resultant problems. This move followed his recent meeting with the executive directors of the U. S. Conference of Mayors, the National Institute of Municipal Law Officers, and the American Municipal Association. The committee is to investigate cases involving specific local governments and consult with representatives of the three associations before formal enforcement actions are taken.

New Jersey Legislature Submits New Constitution to Voters

The 1944 revision of the New Jersey constitution, to be voted on at the November election, was adopted by the legislature on March 3. The proposed constitution is in practically all essentials the draft submitted a month earlier by a Joint Legislative Committee. It incorporates the principal features of a draft recommended in May 1942 by a seven-man Commission on Revision of the New Jersey Constitution.

The changes made just before introduction on February 25 were the result mainly of five days of public hearings and of textual combing of the document by the draftsmen. Many people were disappointed at failure of the final draft to include some of the recommendations of the New Jersey Committee for Constitutional Revision, which had been acting as agent for most of the interested civic groups ever since February 1941.

Most important of the proposals of the Committee was a provision for an automatic vote every twenty years on the question of revision, and lack of this provision may land some former revisionists in the opposition camp next November. On the other hand, most of the organizations affiliated with the Committee are supporting the new document on the ground that it represents a vast improvement over the old 1844 constitution.

The unlimited right of the legislature to create new state departments and to appoint administrative officers is ended. The new constitution gives the governor power to establish by executive order not more than twenty state departments and to allocate and reallocate agencies and functions among them, subject to the right of the legislature by a majority vote to veto such executive orders or by statute to increase or diminish functions of any department or agency. The governor's veto power is strengthened by requiring a three-fifths instead of a bare majority to override. The heads of all state departments, whether single commissioners or boards, are appointed by the governor and subject to removal by him under certain conditions. The legislature is forbidden to make any appointments except those of state auditor, comptroller, and treasurer.

Finance and Courts

The system of dedicated funds and revenues is dealt a death blow by requiring that all revenues except certain trust funds and the like be paid into the general fund subject to annual appropriation for any public purpose.

The ancient New Jersey court system is completely reorganized, with a seven-member full-time Court of Appeals in place of the sixteen-member Court of Errors and Appeals; and a Superior Court, divided into law and equity sections and appellate divisions, is given jurisdiction now scattered among some ten existing courts.

The method of amendment is simplified by eliminating the requirements for passage by two successive legislatures, submission at a special rather than a general election, and a five-year time lock which has been taken to prohibit the submission of any amendments more frequently than once in five years. The new constitution would enable the legislature by a three-fifths

vote of both houses to submit amendments at any general election. There is vigorous objection in some quarters to the three-fifths requirement, but the record seems to indicate that it would be a less serious stumbling block than the several hurdles set up by the old constitution.

The new constitution would eliminate annual state elections by giving assemblymen two-year terms and the governor and senators four-year terms, elections to be held in even years, with gubernatorial elections falling between presidential elections.

Unfortunately, the revision has been made a party issue, a fact reflected in the strict party vote of seventeen Republicans to three Democrats in the Senate and forty-three Republicans to fifteen Democrats in the Assembly by which it was adopted. The final drafting and adoption of the constitution were carried through under great pressure exerted by Governor Edge. Republican members were held in line by strict caucus rule. This procedure has been criticized on the ground that it did not permit full public and legislative deliberation on important matters and did not give the draftsmen time to do a thoroughly polished job. Governor Edge and the Republican leadership felt that the blitzkrieg was necessary to avoid the risk that such strong features as the prohibition against dedicated funds, executive initiative in administrative reorganization, and abolition of the separate Court of Chancery, be pried out of the document by increasingly vociferous pressure groups. The governor had been holding up most of the patronage until the constitution was adopted.

JOHN BEBOUT
New Jersey Constitution Foundation

Proposed Amendment Links Governor, Lieutenant-Governor

Both houses of the New York State legislature have passed a proposed constitutional amendment to provide that the governor and lieutenant-governor, now elected as independent officers, shall be elected together, as a team, in a manner similar to that by which the president and vice-president of the nation are elected. This action, taken by a Republican legislature over Democratic opposition, doubtless was related to the fact that at the last gubernatorial election the Democratic candidate for lieutenant-governor was almost elected, along with a Republican governor.

The measure will require approval of the 1945 legislature, before going to popular vote at the general election in November 1945.

38 States Agree to Reciprocal Parole Supervision

With the signing of the Interstate Compact for the Supervision of Parolees and Probationers by Governor Dewey of New York in February, the number of states joining in this agreement was increased to 38. The last previous signatory was Connecticut, in November 1943. This is the largest of all interstate agreements. It was authorized by Congress in 1934.

Under the compact, according to the Council of State Governments, a parolee or probationer must obtain permission from the state compact administrator's office before he may transfer residence from his state of sentence to another state. The receiving state, which must be notified of the residence transfer, agrees to assume the duties of visitation and supervision. The sending state may request progress and conduct reports.

The parolee or probationer waives the usual requirements as to extradition during the full term of his parole. Usually a state not a member to the agreement loses control of its parolee when he flees or otherwise leaves the state excepting by invoking extradi-

tion procedures which may prove costly and unsatisfactory.

By interstate coöperation parolees and probationers are prevented from escaping supervision by crossing state boundary lines, and the rehabilitation of those who need it most is furthered by allowing them a certain amount of freedom in rejoining their families and seeking better opportunities of employment.

During 1941 alone, the Council said, more than 5,000 people released on parole and probation from the prisons and courts of the various states were permitted to leave the jurisdiction of their sentencing state and were being supervised by the parole and probation authorities of other states. In the last two years, with the increasing shift of our population due to war emergency, more and more parolees and probationers have been permitted to move from one state to another during their terms of supervised rehabilitation.

Plans for Better Utilization of Governmental Personnel

A personnel utilization program initiated by the United States Civil Service Commission in February may serve as a guide in various other jurisdictions. The following steps were outlined in a letter from the Commission to all federal departments and agencies:

1. Conduct a survey by geographical locations or other operating divisions for the purpose of disclosing and correcting lack of use of employees' abilities on a full-time basis.

2. Analyze employees' needs for training and make certain that necessary training facilities are available so far as possible.

3. Establish a program for improvement of supervision.

4. Develop a system whereby each employee will periodically review with his supervisor exactly what he is expected to do.

5. Organize a planned, progressive employee relations program.

6. Install medical, health, and safety plans as feasible.

Veterans' Preference Stressed for Federal and State Employment

As the war progresses the doctrine that veterans should be given preference for positions in the public service over non-veterans who show better qualifications for the work to be done is again being given emphasis.

In letters to the United States Civil Service Commission, the heads of executive departments and agencies and Chairman Ramspeck of the House Civil Service Committee, President Roosevelt on February 28 suggested a program including the following provisions: designation of certain federal jobs as exclusively for veterans; a system of adding war service points to other qualifications of veterans, as to other federal positions; special considerations for veterans when it is necessary for agencies to cut down on personnel; and authority for the Civil Service Commission to determine the validity of reasons given by government officials for passing over a veteran to employ a non-veteran. Much of this program was stated to be included in legislation proposed by Representative Starnes of Alabama.

More drastic proposals have been made in New York State, where a legislative committee agreed on March 1 to a proposed constitutional amendment under which a veteran who passes a civil service examination goes to the head of the list; this extreme preferential treatment for civil service appointments and promotions would last for a period of five years after discharge from the armed services, or until January 1, 1951, whichever is the longer period. Disabled veterans would

get a super-preference with no time limit.

Various other measures were also recommended which give recognition for war service other than by hampering the growth of efficiency in the civil service. These included special unemployment insurance benefits, competitive college scholarships (eight per assembly district), and loans for the purchase of homes or farms. A Democratic proposal for a straight soldiers' bonus was disapproved.

Senate Control of $4,500 Jobs Again Sought

Senator Kenneth McKellar, by a rider to the independent offices appropriation bill, has again attempted to obtain Congressional acquiescence in the scheme to require Senate approval of federal employees—present and future—receiving $4,500 or more a year. The National Civil Service Reform League, in denouncing the attempt, states that about 70,000 persons would thus possibly be made subject to patronage.

Transit Group to Advise Philadelphia Planners

The Philadelphia City Planning Commission has created a Technical Committee on Transit of eleven members to advise the Commission on local transportation problems.

This committee and the staff of the Commission will coöperate with the Department of City Transit—the municipal department operating local transportation facilities—in developing specific recommendations. The committee chairman is Gordon R. Exley, director of city transit. Edward Hopkinson, Jr., chairman of the City Planning Commission, is a member *ex officio*.

Citizen Action

Public Service School to Open in Detroit

Program Will Accent Training Students for Civic Leadership

THE National Training School for Public Service will open about September 1 in Detroit, according to announcement by Dr. Lent D. Upson, who will be the school's director.

The purpose of the school will be threefold: To prepare young men and women for effective participation in community leadership and in practical politics; to train them for professional service with citizen organizations intended to stimulate and direct citizen interest in government; and for administrative positions in the public service.

The school will provide scholarships of about $100 a month to from ten to fifteen students but the courses will be open to any students desiring to enroll. Students will be selected from university graduates on the basis of evidenced qualifications for leadership and devotion to public service. Admission to the school will be based on ability and interest rather than on specific preliminary training.

Students selected for fellowships in the school will be enlisted for a minimum period of twelve months, approximately one-half to be given to academic instruction and one-half to practical training under supervision of the Detroit Bureau of Governmental Research, both in Detroit and elsewhere. Such academic and practical instruction will be on a continuous work-study plan. Students completing the twelve months requirement may be assigned to other citizen agencies for

further training and experience.

Practically all of the academic instruction will be of the "block" type rather than of the "course" type, i.e., instruction will be concentrated on a single subject at a time for three or more hours a day for several days in each week.

To establish continuity this instruction will be under the immediate supervision of the director of the National Training School and assistants. However, the "core" of the instruction will be by leaders in the fields covered.

This academic instruction will cover organization and functions of citizen organizations, principles of administration and management, governmental accounting and auditing, budget procedure, purchasing, personnel, finance and taxation, administrative law, and law of municipal corporations.

Supplementary instruction will be offered to meet specialized vocational interests—health, welfare, police, fire, finance, housing, planning, utilities, government regulation of business, etc.

Periodic seminars in current events and current literature will be provided.

In addition, each student will be expected to acquire—if not already possessed—a working background in national, state and local government, the American constitution and its interpretation, politics and political parties, legislative organization and procedure, and statistical methods.

Creditable completion of a total of 24 credit hours of instruction, plus a work project and oral or written examination, will lead to the degree of Master of Public Administration.

Practical instruction will consist of twelve months or more of directed activity in a citizens' organization doing useful work, and subject to the discipline of a progressive agency.

The school will operate in coöperation with the Detroit Bureau of Governmental Research and the School of Public Affairs and Social Work of Wayne University. Funds for its operation and for fellowships and visiting lectureships have been made available by the William Volker Fund of Kansas City, Missouri.

Loren B. Miller will be assistant director of the school and will succeed Dr. Upson in his post of many years as director of the Detroit Bureau of Governmental Research. For the last several years Mr. Miller has been director of the Civic Research Institute of Kansas City, Missouri.

Phoenix Voters Preserve Good Government Gains

Led by the **Citizens Good Government Council,** the voters of Phoenix, Arizona, have elected a mayor and two commissioners (councilmen) pledged to continue the good government won in a reform campaign a year ago.

At that time an aroused citizenry found itself in the midst of the bitterest, most critical election it had ever known. To quote the *Arizona Republic*, "The city, to put it bluntly, was a civic disgrace. Boss rule prevailed, promises to the people were broken even faster than they were made, vice was rampant, the Army was disgusted —and so were the voters."

In a hard fought campaign, the citizens Good Government ticket[1] was elected. The new commissioners immediately conducted a thorough housecleaning. The administration's accomplishments, in the space of one short year, include:

1. An improved water system which assures adequate summer water;

2. Important financial improvements —largest cash balance in the city's his-

[1] "Phoenix Citizens Clean Up City, Win Army Praise," NATIONAL MUNICIPAL REVIEW, September 1943.

tory, reduced tax rates, greatest annual reduction of bonded indebtedness, $60,000 set aside for the city's postwar security plans;

3. Coöperation of all government agencies gained for airport planning—vital to postwar Phoenix;

4. City wages adjusted to living costs.

5. Transportation system under sound operation so that better service is rendered with greater net profit;

6. A broad youth betterment program has been organized, including the greater use of all parks and playgrounds—work carried out by coöperation of numerous civic groups.

7. Recreation for soldiers at nearby camps and war workers organized and carried out.

Mr. and Mrs. Minneapolis Answer a Few Questions

Under the title above the **Minneapolis Research Bureau,** an affiliate of the **Minneapolis Civic Council,** publishes the results of a public opinion poll on postwar problems.

Representative Minneapolitans in all sections of the city—a scientifically selected cross section of men and women—were asked these and similar questions by trained interviewers. The poll was conducted and results compiled by the Minneapolis Research Bureau under the direction and supervision of Dr. G. H. Crook, Psychology Department, University of Minnesota, using approved methods of sampling public opinion.

To the question, "Are you optimistic or pessimistic about the future of Minneapolis after the war?" 64 per cent proved to be optimistic, 9 per cent pessimistic, and 27 per cent had no definite opinion. Other questions showed that a majority of Minneapolis citizens feel there will be fewer jobs available after the war, that wages will be lower, but taxes higher, that a central committee should be set up now for postwar planning.

Dr. William Anderson, of the University of Minnesota, is president of the organization, Allen H. Seed, Jr., is director, and Rudolph Lee is editor of *fact,* the organization's publication which carries the story.

Chicago Group Investigates Non-Registration

One of the talking points for permanent registration—and a good one too—is the fact that, once registered, voters need not trot to the polls every year to keep their names on the voting lists.

The **Citizens Association of Chicago** has made an investigation of the number of Chicagoans who have failed to take advantage of Chicago's permanent registration system. In a release entitled *An Analysis of Non-Registered Population in Chicago Wards,* dated March 1, the Association makes the startling statement that more than 400,000 Chicago citizens will be self-disqualified to vote in the 1944 elections unless they register by March 13. "These potential voters," states the Association, "exceed the combined populations of the Illinois cities of Peoria, Rockford, Springfield, Rock Island, Joliet, and Quincy. Only nineteen cities of the United States have larger populations than this group."

Tables and maps on figures for each of Chicago's fifty wards, for the years 1940 and 1943, show that the percentage of unregistered voters by wards ran from 5.1 to 22.8 per cent in 1940, a presidential year; and from 1.1 to 34.9 per cent in 1943 when a mayoralty election was held.

Ohio League of Women Voters Issues Election Primer

Issued on March 1, the **Ohio League of Women Voters'** *Primer* is in good time for those who want to participate in the May 9 primary. The primer, a blue and white leaflet with tabular index, is easy to read and handy to carry. "With this booklet in your possession," says the *Ohio Woman Voter*, "you need no longer fear to proclaim yourself a member of the League of Women Voters lest you be expected to know all the answers." Local leagues will not only use the *Primer* themselves but will distribute it to political clubs, labor unions, chambers of commerce, and other civic groups.

The leaflet was prepared by Mrs. Paul Roundy of Hudson, secretary of the League's state board and Special Task Chairman for Election Procedures. Its price is five cents per copy.

Here and There—

Congratulations, Mr. Manager!

The new city manager of Lowell, Massachusetts, John J. Flannery, has been congratulated by Joseph J. Jaycox, executive secretary of the **Lowell Taxpayers Association**, on some of his initial actions. Specially mentioned are the manager's alert, aggressive, and intelligent attitude toward the municipal budget, department heads, city employees, and the overall picture of municipal activities. Says Mr. Jaycox: "Too often it has been the necessary function of the Taxpayers executive secretary to warn, scold, or reprimand the city officials in the past. I welcome this and many more opportunities to congratulate the city manager." The Association's bulletin recently listed "Some Phases of a Fiscal Policy for the City of Lowell in 1944," in which some of the steps already taken by the new city administration under plan E (city manager plan with proportional representation) are set forth.

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Pre-primary Activities

"Every member working to increase the intelligent participation of voters in what may well be the most critical election ever held in this country, is the goal of the **New York State League of Women Voters'** Active Voter Committee," says Mrs. Harold P. Levy, its state chairman. "The March 28 primary begins an important sequence of events which culminates on November 7. In every local League, members are to some extent prepared for their responsibility, but much remains to be done."

Governmental Research, Inc., of Los Angeles is calling for volunteers for candidate selection and investigation committees. Representatives of the organization are attending every meeting of the City Council, keeping a permanent record of all votes on major issues. Volunteers are asked for this work also. The office is prepared to work out a schedule for observers to fit the time which volunteers have available. Like many other groups, it is urging registration for voting before the deadline of April 5.

The **Chicago City Club** joins in the warning that citizens must be registered to vote in the forthcoming primary. "The democratic system is based upon the assumption that each citizen will do his share in governing the country," says its *Bulletin*. "This is done by voting. A person who is not registered cannot vote. He is disfranchised not by the act of a hostile ruler but by his own negligence. There is no way in which the result of this negligence can be avoided."

The **Seattle Municipal News** carries its annual report on candidates for the city's primary election.

County Reorganization

The *Civic Searchlight,* published by the **Detroit Citizens League,** tells its readers that "This is the year to finish the job of getting a new system of government for Wayne County by amendment of the Michigan constitution." An effort to secure the amendment in 1942 failed by a narrow margin. Members of the League who will circulate petitions to place the matter on the ballot are asked to get in touch with League headquarters.

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Subway Fares

The recent demand from some quarters in New York City that subway fares be raised from five cents to ten in order to cover the forty-million-dollar annual deficit of the city-owned transit system, meets opposition from the **Citizens Union of New York City,** which states that higher fares will not necessarily bring in higher revenue. It points to the experience of other cities where a rise in fares led to a loss in traffic. The Union's report is based upon a study by a special committee under the chairmanship of Charles Dickerman Williams.

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Juvenile Delinquency

Proposed Revision of Michigan Juvenile Laws is the subject of one issue of *The Citizen* published by the **Citizens League of Port Huron, Michigan.** The proposal discussed provides for a State Board of Certification to be created to establish standards of qualifications of county agents—the liaison officer between the court and the child—for the education and upgrading of the agents on a basis of social welfare technique.

* * *

Citizens and the Schools

The Public Schools Committee of the **Seattle Municipal League,** P. R. Renshaw chairman, made its report recently on school needs. The Committee comes to the conclusion that the present city birth rate forecasts a critical shortage in housing facilities for elementary school children in the next six years. Because of this, and because some buildings are fast becoming obsolete, it states that adequate housing during the next six to ten years will probably require the construction of approximately twenty new school buildings.

The Committee on Schools of the **Chicago Union League Club,** an organization whose activities cover a wide social and civic scope, is sponsoring a series of meetings at one of which Dean Albert J. Harno, provost of the University of Illinois, spoke on "The Contents and Ends of Education." Dr. John A. Lapp, president of the Citizens' School Committee and specialist in labor arbitration, spoke before the committee on the educational objectives of the people of Illinois.

* * *

Budgets—Debts

Excellent progress is being made in putting cities and villages on a business basis through the operation of Nebraska's new budget law, according to the **Nebraska Federation of County Taxpayer Leagues.** The law was enacted last year with the strong support of the Federation which offers its congratulations to the officials of the cities and villages "on the fine spirit that bids fair to put this law into effect with top efficiency in the shortest possible length of time."

A bright yellow and blue leaflet, issued by the **Pennsylvania Economy League** and titled *All Three are YOUR Babies,* discusses briefly the debt of the nation and of the state of Pennsylvania and its local governments. Accompanying the leaflet is *The Debt of the Commonwealth of Pennsylvania*

and Its Local Subdivisions, a Report to The Joint State Government Commission of the General Assembly by Its Committee on Continuation of the Tax Study.

The *City Club Chronicle* of Albany, New York, publishes the 1944 budget for the city of Albany in full.

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With the Women Voters

The *Illinois Voter*, monthly bulletin of the **Illinois League of Women Voters**, lists some of the subjects which interested local leagues during the past year. State legislation to permit the establishment of county units of public health headed the list; others were the price panel, juvenile delinquency, and local housing.

The **Jackson County League** has been investigating local and state education regulations regarding truancy.

The **Barrington League**, following an outbreak of undulant fever in the community, secured passage of a local milk ordinance prohibiting sale of raw milk.

The **Minnesota League of Women Voters** welcomes a new local league at Zumbrota.

The statewide pre-election drive of the **Connecticut League of Women Voters** has gathered momentum, according to its monthly *Connecticut Voter*, with a series of county meetings held in New London, New Haven, Hartford, and Fairfield. Using "Make Better Voters" as a keynote for each meeting, Mrs. John G. Lee, state president, stressed the responsibility which faces each voter in the procedure of nominating candidates.

* * *

Anniversaries

Governor Leverett Saltonstall of Massachusetts was the principal speaker at the twelfth annual meeting of the **Massachusetts Federation of Taxpayers Associations** held in Boston. Herbert J. Miller of the Citizens National Committee and Reginald W. Bird, president of the Association, also addressed the meeting which was attended by 250 representatives of local taxpayer groups.

Governor Saltonstall spoke on the financial condition of the state. President Bird urged strong local associations. He suggested that the "Federation take some of these returning servicemen and train them in the knowledge that is required of executive secretaries of taxpayers' associations. In this way the Federation would be performing a twin service; it would be providing work for returning servicemen and at the same time making available the services of these trained men to local taxpayers' associations at slight cost."

The Taxpayers Association of New Mexico held its 29th annual meeting early this year at Santa Fe. The luncheon which followed the business meeting was addressed by Governor John J. Dempsey on postwar problems. Vincent J. Jaeger, director of the New Mexico State Planning Board, spoke on the work of his Board. Rupert F. Asplund, director of the Association and a state correspondent for the REVIEW, was presented with a watch bearing the inscription "25 years of service to the taxpayers of New Mexico."

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A Matter of Arithmetic

"I have a new system," says Mrs. M. E. Cummings, State Finance Chairman of the New York State League of Women Voters, "so maybe I'll get caught up. One night a week I stay up all night and iron—that gives me eight days a week, instead of seven. Very simple."

Taxation and Finance
Edited by Wade S. Smith

1943 Highway Revenues of States Surveyed

Gas tax yield down sharply in first year of rationing; vehicle fees little affected

TOTAL gasoline taxes collected by the states in 1943 were about 20 per cent less than those of 1942 and 30 per cent less than those of 1941, but there was a wide variation between the different states, as there had been in 1942, and several collected only a little more than half as much as they had in 1941.

Motor vehicle license collections, on the other hand, held up much better, with the lowest state collecting in this field about 80 per cent as much as it had in 1941.

These facts are disclosed in a survey of 1943 state highway revenue collections just published by the Municipal Division of Dun & Bradstreet, Inc.[1]

Expressing collections for the individual states on an index using 1941 collections as 100, the range for 1943 was from a low of 52.9 to a high of 89.0, and the median for the year was 70.6. For 1942 the range had been from a low of 76.7 to a high of 102.4 and the median was 88.5.[2] In other words, in 1943 half the states collected less relative to the base year 1941 than the lowest state did in 1942, when rationing was just being introduced. Only one state collected as much as did the median state in 1942.

The ten states showing the best 1943 collections (relative to 1941) and their index numbers were:

South Dakota	89.0	Iowa	80.8
Utah	88.3	Oklahoma	80.0
Alabama	87.9	Texas	79.1
Tennessee	83.7	Idaho	78.9
Nebraska	80.9	Washington	78.8

The significance of their geographic location is self-explanatory. Six of them had also been on the list of the upper ten states in 1942, which was led by Oklahoma with 102.4 and ended with Washington with 95.5. The other four on the 1942 upper-ten list were Minnesota, Nevada, Arkansas, and Indiana, crowded out for 1943 by Utah, Iowa, Texas, and Idaho.

The ten states showing the poorest 1943 collections, with 1941 equal to 100, were:

New Hampshire	52.9	Maine	59.3
Vermont	55.3	New Jersey	59.9
New York	57.6	Delaware	61.2
Massachusetts	58.2	West Virginia	62.7
Rhode Island	58.2	North Dakota	63.6

On this list the poorest seven were northeastern states, and these poorest seven were also on the 1942 list of the ten poorest collections relative to the base year 1941. Also on the poorest-ten list in 1942 were Florida, North Carolina, and Wyoming, crowded out for 1943 by Delaware, West Virginia, and North Dakota. Poorest collections in 1942 had been Maine, with 76.7 per cent of 1941, and the tenth had been Wyoming, with an index of 80.4.

The survey shows that there was far greater stability of monthly collections in 1943 than there had been in 1942. Relating each month to the corresponding 1941 month as 100, the median monthly index for 1942 declined from 113.7 for January to a low of 78.1

[1] *Trend of State Highway Revenues:* Special Summary Bulletin, 1943. Municipal Service Department, Dun & Bradstreet, Inc., New York City. March 1, 1944. 11 pp., mimeographed.

[2] *Effect of the War on State Highway Revenues: 1942.* By Edna Trull. Municipal Service Department, Dun & Bradstreet, Inc., New York City. February 24, 1943. 16 pp., mimeographed.

for September and then rose to 86.0 for November, closing at 84.4 for December. For 1943 January was 72.0. The high, in April, was 78.1 and the low (again in September, which is normally a peak month and so can be expected to show a more violent fluctuation) was 67.7, with the year closing at 74.4 for December. In other words, the range of the monthly medians for 1942 was 36.6 points, but for 1943 the range was only 10.4 points.

In the motor vehicle license field, the median index for 1943 was 91.3, with nine states showing 1943 collections greater than those for 1941, although in some of these instances changes in registration dates, etc., affected the index. For 1942 the median index had been 94.6. The decline in registrations and licenses has been much less than was originally expected, but as more and more cars become unusable—especially passenger cars—it is likely that further declines will be shown.

Detroit Levies Excess Profits Tax

A 20 per cent tax on the gross revenue of gas, power, and steam sales was imposed by Detroit effective December 30, 1943. Levied primarily to yield an estimated $10,000,000 or more annually for postwar improvements, the tax has been described by its sponsors as a measure to recapture for the use of Detroit citizens that part of present utility rates which are going to the federal government in the form of excess profits taxes.

According to Corporation Counsel Paul E. Krause, it is estimated that about $10,000,000 of the tax yield would come from the Detroit Edison Company, whose gross revenues in Detroit run at about $50,000,000. Of a $10,000,000 tax against this company, Mr. Krause estimates that $8,550,000 would offset federal excess profits taxes otherwise due, while the remainder could be taken from depreciation and other reserves and still leave such reserves at the 1941 level.

Justification for imposition of the tax at a heavy rate is found in the fact that Detroit's light and power rates are termed excessive. In 1942 Detroiters were paying rates sufficiently high so that federal excess profits were taking 10.67 cents out of every dollar paid for service, as compared with 2/10 cent in St. Louis, 2.10 cents in Chicago, 4.42 cents in Boston, 4.87 cents in Cleveland, and 5.76 cents in Philadelphia. The tax aims to recover the excess profits tax for local use, since the city has been unsuccessful in securing rate reductions.

As is to be expected, the tax is being opposed by the utility companies; Detroit Edison on February 11, 1944, took steps to secure an injunction to prevent the city from levying the tax. The company is claiming that the tax is unconstitutional, and its president has also been quoted as stating that rate increases of $13,200,000 would be necessary to cover the estimated $10,000,000 levy.

Pittsfield, Massachusetts, to Use Capital Budget

Late in December 1943 the City Council of Pittsfield, Massachusetts, acting on the recommendation of a special committee formed to lay out a new capital improvement program, adopted an amendment to the city's budget ordinance requiring that hereafter a capital budget be made a part of the annual budget. The program would cover a six-year period, showing the ensuing year in detail and making the appropriations necessary, and outlining the program for the next five years thereafter.

The capital budget—said by Arthur C. Conley, executive secretary of the

Pittsfield Taxpayers' Association, Inc., to be the first undertaken by a Massachusetts municipality—was the result of an intensive study made by a special committee which outlined a capital program for 1944 and the five years thereafter. The original program for 1944-49, inclusive, calls for $2,110,321 improvements—$79,440 in 1944, $875,923 in 1945, $494,358 in 1946, and lesser amounts the last three years. The programs for the latter will be reviewed annually, and take final shape as they go into the annual budgets.

Finance Officers Urged to Higher Goals

The National Committee on Municipal Accounting in a statement released recently urged local goverment finance and accounting officers to avoid wartime relaxations in standards of accounting, auditing, and reporting. Shortcuts, omission of essential auditing procedures, and lax auditing methods were scored, and finance officers were urged to make the facts clear to governing bodies wherever personnel shortages made a satisfactory job impossible.

In Brief

The Kentucky Department of Revenue monthly report for January shows state tax revenue collections for the first seven months of 1943-44 down 6.9 per cent from the corresponding period of 1942-43. Sharpest drop—35.2 per cent—was shown by the alcoholic beverage tax. Excise taxes other than liquor taxes were the only group to show an increase.

The Michigan legislature, at a special session in February, appropriated $5,000,000 for distribution to local governmental units on a matching basis for plans and specifications for postwar projects.

County and Township

Edited by Elwyn A. Mauck

County Improvements Suggested for New Mexico

Civic group lists steps which will increase local efficiency

THE *New Mexico Tax Bulletin,* published by the Taxpayers' Association of New Mexico, has suggested these improvements in county government:

1. Reduction in the number of counties through consolidation whereby a county with low taxable wealth might be joined with a wealthier neighboring county;
2. Consolidation of county and municipal services such as fire and police protection, building and maintaining streets and roads, housing and feeding prisoners, etc.;
3. Reorganization of probate and justice of peace courts through reduction of their number and consolidations;
4. Shortening of entries in warranty deed record books to save cost of books and clerical help;
5. Designating the county clerk or a county board member as county manager and purchasing agent;
6. Establishment of system of perpetual inventory of county property;
7. Publishing annual statements showing receipts, expenditures, outstanding bonds, and other fiscal data.

Office of Coroner Studied in Virginia

The Advisory Legislative Council of Virginia, directed by joint resolution in 1942 "to make a study and report on the advisability of abolishing the office of coroner and transferring the duties of the office to medical examiners and

law enforcement officers," has issued its report recommending a number of changes in procedure, but not abolition, of the coroner's office.

The Council is of opinion that material improvement is needed but that the remedy lies largely with the localities. It recommends that the State Department of Health retain on its staff a pathologist and a toxicologist to perform autopsies and make tests for poisoning at the request of local authorities with all expenses except the salaries of the two officers mentioned borne by the locality requesting the autopsy. It further recommends that the coroner at the situs of death should view the bodies even though the cause of death occurred in another locality. The Department of Health should participate when death occurs under suspicious circumstances. In all cases the county in which the cause of death occurred should pay the fees for the necessary views and autopsies.

Pennsylvania Justices of Peace Studied

The Pennsylvania Municipal Publications Service has issued a report entitled, *Survey of the Minor Judiciary, A Study of the Justices of Peace and Aldermen.* The study includes a history of the justices of peace, the personnel of the Pennsylvania system, public cost of the justices, their work, fiscal control over them, justices of the peace in other states, and proposals for reform in Pennsylvania. An appendix includes an analysis of costs paid by each county, a classification of offenses, motor vehicle fines collected in twelve selected counties, and a list of types of fees collected.

Cobb County–Marietta, Georgia, City-County Park Planned

Cobb County and the city of Marietta, Georgia, will construct a 40-acre recreation park at a cost of $250,000. A one-story building will contain a combination auditorium-gymnasium with two basketball courts, a stage and collapsible seats, as well as dressing rooms, three clubrooms, a kitchen, snack bar, game room, lounge, library and reading room. Other facilities to be constructed in the park include an athletic field, children's playground, six tennis courts, picnic grounds, a swimming area, and a parking lot.

Erie County, New York, Compromises Taxes

Erie County, New York, just collected more than one million dollars in back taxes in a year's time.

Early in 1942 the Erie County Committee on Land and Taxes, with the authorization of the County board, offered to owners of property that was tax-delinquent but not foreclosed an opportunity to compromise their back taxes, conditional on their payment of current taxes. Well over $650,000 was collected immediately, and 553 tax agreements to pay were entered into by delinquents. During the full twelve months back taxes with penalties, together with the total amount covered by the back tax agreements, aggregated $1,179,539.20.

The restoration of this property to a current taxpaying status was another noteworthy result of this plan.

Virginia Legislature Considers Police for Additional Counties

A bill has been introduced in the lower house of the Virginia legislature which authorizes and empowers governing bodies of counties adjoining any city with a population of 190,000 or more, lying wholly within the state, to establish police departments, and authorizes the appropriation of funds for the retirement of the members of such police departments.

Proportional Representation
Edited by George H. Hallett, Jr.
(This department is successor to the Proportional Representation Review)

Attack on P. R. Fails in New York Legislature

City Home Rule Legislation Passes and Goes to Governor

THE Dunnigan-Rudd bills outlawing the use of proportional representation anywhere in the state of New York, which were described in this department last month, died in committee in both houses of the legislature as expected. The Republican members from New York City were nearly unanimous in opposition and even some of the New York City Democrats accepted the argument that the continuance or discontinuance of P. R. should be left to each city to settle for itself under its home rule powers.

The bills had been introduced with the blessing of the legislative leaders of the Democratic party, which is the majority party in New York City but the minority party in both houses of the legislature. P. R. has consistently replaced the top-heavy majorities which the Democratic party used to hold in the legislative body of the city and which it still holds in the New York City delegations at Albany and Washington. For this reason the local Democratic organizations have insistently opposed P. R. though many individual Democrats favor it.

An Extension of Home Rule

Two other measures affecting P. R., but not adversely, fared better. One of these grew out of a P. R.–city manager campaign in Johnstown, New York, in 1940. Readers of this department will remember that an amendment revising the city's charter extensively in general conformity with the model city charter of the National Municipal League was presented by petition by a Johnstown citizens' group but kept off the ballot by court action on the ground that the amendment constituted in reality a new charter and could be presented only as such and not as an amendment.

The 1942 and 1943 legislatures passed unanimously a bill to correct this court decision and to permit charter amendments of any extent, as originally intended when the charter initiative procedure was first adopted. The bill was vetoed in both years by different governors, with messages which did not question its main purpose.

This year the bill was somewhat revised in wording and at this writing is before Governor Dewey again awaiting his action.[1] It was introduced by the chairmen of the two Cities Committees, Senator Thomas C. Desmond of Newburgh and Assemblyman Harold Ehrlich of Buffalo. The Conference of Mayors, which opposed the bill last year, decided this year to take no action.

Another Extension Fails

The State Senate also passed another bill by Senator Desmond,[2] to remove from the city home rule law the special restriction that a city charter commission, if it submits P. R. at all, must submit it separately.

There is no such restriction on charter changes submitted by city councils or by petition. As long as it remains there will be an incentive to use the petition method of charter revision rather than the commission method whenever, as often happens, there is good reason for submitting P. R. in combination with other proposals in the same question. The restriction is particularly inappropriate when P. R. has

[1] It is known as Senate Introductory No. 1007.
[2] Senate Introductory No. 1369.

already been adopted, as it has been in New York, Yonkers, and Long Beach.

The bill to remove the illogical provision passed the Senate unanimously but was one of a great many meritorious measures which died in the Rules Committee of the Assembly when the legislature adjourned the morning of March 19, a week earlier than expected, after a hectic all-night session.

Norris, Tennessee, Holds Eighth P. R. Election

The citizens of Norris, Tennessee, chose their eighth town council under the P. R. system of voting in the election held on February 5, 1944. P. R. has been used in Norris since 1936 for the annual selection of a town council and, although the system has been under attack on a few occasions, it has proved a fairly satisfactory method for securing a representative council.

In the recently held election, fifteen candidates offered themselves for membership in the council of nine. Three of these were women. Also included in the list of candidates were four members of the outgoing council. There were no important issues to be decided in the election, with the result that a small percentage of the voters actually participated. Of the total votes cast, however, all were valid.

When all the ballots were distributed according to first-choice preferences, it was found that three candidates had secured more than the quota required for election. The ninth member of the council was chosen on the transfer of votes from the sixth and last candidate eliminated.

Some statistics on the election may be of interest. The eight candidates receiving the greatest numbers of first-choice votes were finally chosen as members of the council, although not in the order of first-choice ranking. The ninth member to be chosen ranked tenth in terms of first-choice votes. A large part, 92.6 per cent, of the voters helped elect a member of the council and seven out of nine saw their first choices elected.

The new council is not without experience. Three of the members are holdovers from the outgoing council and another member has served on the council on two previous occasions. Other members have served on council committees and are thus familiar with council procedures and activities. The new council is composed of six employees of the Tennessee Valley Authority, two housewives, and an employee of a nearby war project.

The Norris Town Council, as pointed out previously in this REVIEW, has no actual powers but serves in an advisory capacity to the town management. This is not to imply, however, that the council is not an important part of the town management. The importance of council was pointed out recently by the town manager when he stated that he regarded "relationships between the Properties Management and the Town Council of the highest importance," and that the council "has proved of substantial help to management in treating with a number of community problems."

M. H. SATTERFIELD, *Chairman*
Norris Election Commission

William C. Lee

One of the most devoted friends of P. R., William C. Lee, a retired employee of the U. S. Government Printing Office in Washington, died on January 27, 1944. Mr. Lee carried on an extensive correspondence in promotion of P. R. for many years and was instrumental in having several P. R. bills introduced in Congress.

Books in Review

Edited by ELSIE S. PARKER

Organization for Metropolitan Planning. Four Proposals for Regional Councils. Chicago 37, American Society of Planning Officials, 1943. 73 pp. $1.00.

This publication consists of the four prize-winning essays in a nation-wide competition for the best "Proposal for the Organization and Operation of a Regional Council in a Metropolitan Area." Since none of the essays submitted in the contest received unanimous approval, the judges awarded one first prize—to Harvey F. Pinney, principal administrative analyst for the Organization Planning Division, Office of Price Administration—and three second prizes—to O'Brien Boldt, of the Public Relations staff, New York Regional Plan Association; Norman J. Gordon, a graduate student of Massachusetts Institute of Technology; and C. McKim Norton and Frederick P. Clark, executive vice-president and planning director of the New York Regional Plan Association.

"We do not believe," says Walter H. Blucher, executive director of the American Society of Planning Officials, in the foreword, "that these are the final words on the subject. In a field where there is so little specific information, however, we believe that the essays will serve to stimulate thinking which will lead eventually to a solution of the very urgent existing problems of government for a metropolitan area."

Constitutional and Statutory Provisions of the States, Volume I. One of a series of special bulletins presenting short research studies prepared by the State Law Index of the Library of Congress and by the Council of State Governments. Chicago 37, The Council of State Governments, 1943. 33 pp.

This "handy reference" pamphlet is chock full of data which everyone, at some time or other, wants to know—the data which is usually buried in legal volumes or in the election code or tax laws of the various states. Covered are dates, types of election, etc., for presidential primaries arranged by states, state laws on voting hours in large cities, states providing for birth records for persons not born in that state, individual income tax provisions of the states, cigarette taxes, bank stock taxes, rule against perpetuities, licensing of peddlers, certain limitations on labor turnover. The pamphlet is the first volume of a series of special bulletins presenting short research studies on pertinent questions.

Books and Pamphlets Received

Building Regulation

Building Regulation in New York City. By Joseph D. McGoldrick, Seymour Graubard, and Raymond J. Horowitz. New York City, The Commonwealth Fund, 1944. xv. 743 pp. $4.50.

Constitutions

Record of Proceedings before New Jersey Joint Legislative Committee to Ascertain the Sentiment of the People as to Change in the New Jersey Constitution. Trenton, The Committee, 1944. 1124 pp.

Debt

The Public Debt: 1944 and **Attitudes on the Public Debt.** By Mabel L. Walker. New York 10, Tax Institute, 1944. 5 and 4 pages respectively, 25 cents each.

Efficiency

How to Improve Office Procedures. Suggestions for work simplification to save manpower. Chicago 37, Municipal Finance Officers Association of the United States and Canada, 1944. 4 pp. 25 cents.

Finance

City Expenditure in 1942.[1] The cities covered are those having populations over 25,000. Analysis by V. J. Wyckoff and Henry Lemieux. Washington, D. C., Department of Commerce, Bureau of the Census, 1944. 60 pp.

City Revenue in 1942.[1] Analysis by V. J. Wyckoff. Washington, D. C., Department of Commerce, Bureau of the Census, 1944. 55 pp.

Highways

Interregional Highways. Message from the President of the United States Transmitting a Report of the National Interregional Highway Committee Outlining and Recommending a National System of Interregional Highways. Washington, D. C., U. S. Government Printing Office, 1944.

Housing

A Brief List of References on Housing in South America. By Caroline Shillaber. Cambridge, Massachusetts, Library of the Departments of Landscape Architecture and Regional Planning, Harvard University, 1944. 2 pp.

Local Government Institute

Proceedings of the Fourth Annual Southern Institute of Local Government. Held in Chattanooga, Tennessee, November 17, 1943. Sponsored by The University of Tennessee Through the College of Liberal Arts and Its Alumni in Coöperation with The Division of University Extension. Knoxville, University of Tennessee, 1943. 84 pp.

Personnel

Civil Service Agencies in the United States—A 1943 Supplement to the statistical information concerning civil service agencies appearing in *Civil Service Agencies in the United States—A 1940 Census.* Chicago 37, The Civil Service Assembly of the United States and Canada, 1943. 10 pp. 25 cents.

Civil Service Staff Relationships. By E. N. Gladden. London, William Hodge and Company Limited, 1943. xi, 184 pp. 12s. 6d.

Retirement Systems. A series of articles in *Municipal Finance.* Chicago 37, Municipal Finance Officers Association of the United States and Canada, February 1944. 44 pp. 50 cents.

Planning

City of Milwaukee, Proposed Six-Year Program of Public Improvements 1944-1949. Submitted to the Common Council by the Long Term Improvement Program Technical Committee. 95 pp.

Planning and Postwar Planning—State Organizations. Membership Directory. Chicago 37, American Society of Planning Officials, 1943. 34 pp. $1.

Population Statistics

Estimated Civilian Population of the United States by Counties: November 1, 1943. Washington, D. C., Department of Commerce, Bureau of the Census, 1944. 27 pp.

Postwar Planning

UNRRA: Gateway to Recovery. Washington 6, D. C., National Planning Association, 1944. 84 pp. 50 cents.

War and Postwar Adjustment Policies. Text of Official Report and Related Documents. By Bernard M. Baruch and John M. Hancock. Washington, D. C., American Council on Public Affairs, 1944. 131 pp. Paper, $1.; cloth, $2.

Price Control

The Smiths and Their Wartime Budgets. By Maxwell S. Stewart. New York City, Public Affairs Committee, 1944. 32 pp. 10 cents.

Public Libraries

Public Library Finance and Accounting. By Edward Allen Wight. Chicago, American Library Association, 1943. xi, 137 pp. $2.75.

[1]For an analysis of this publication see "What Price City Government," p. 183 this issue.